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" *Whatever may be the differences of opinion concerning the political advancement of the people, we have reason to be grateful to Government for voluntarily conferring on the people the privileges of local self-government and training them in the art of local administration. We find, however, that the machinery of local government, to which we have been accustomed since the regime of Lord Ripon of blessed memory, needs radical overhauling. Almost all the forms of local government originally introduced with the best of intentions are now out of date, and some of them might well be described as anachronisms. Wholesale reforms, to make local self-government a reality, are urgently called for. Our aim must be decentralisation of functions and powers, tempered by centralisation of advice. May I at the same time point out that city government can rise no higher than the state of education, intelligence and integrity of the population concerned? The hope of local self-government lies in education and intelligent citizenship.*"—
MR. R. P. MASANI, M. A., late Municipal Commissioner for the City of Bombay.

NOTES AND COMMENTS

[By the Editor]

Unbiassed students of Indian affairs have not been slow to admit that there is considerable room for improvement in the administration of local bodies in this country. We ourselves have often drawn attention in these pages to some of the prominent defects and drawbacks in the working of these institutions. It does not follow from this, however, that local self-government in India has proved a thorough failure, or that it has, in practice, led to unheard-of evils. And yet this is the sort of downright denunciation that is now being indulged in by a section of the British public.

* * *

It is noteworthy that in this campaign of vilification of local self-government in India the lead is taken by a few notorious reactionaries who are furious over the idea of granting self-governing powers to this country. Their contention is that corruption, jobbery, inefficiency, etc., could be avoided only by the Britisher remaining in full control of the administration. To reinforce this view they seize upon a few cases of corruption reported in local bodies under popular control, and then proceed to exhort their countrymen to consider how terrible the state of affairs would be if self-governing powers are conceded in a larger measure.

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It may be that any stick is good enough to beat Indians with, or it may be that the bulk of the people in Britain are so ignorant about India and her affairs that

they could easily be bluffed into believing any cock-and-bull story. In either case there may be something to be said in favour of the propaganda, but, apart from that, the critics have no ground to stand upon. For, if the truth is to be told, the picture is one of which we have no reason at all to be ashamed.

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Even the Simon Commission, inspite of their obvious anxiety to gather arguments to prove the unfitness of Indians for self-government, could not find anything much to complain of in the way of the working of local bodies. " The transference of power from official hands has been followed, on the whole and as a general rule, by a fall in the previous level of efficiency," they wrote, " but, on the other hand, these publicly constituted bodies now show an interest in their work which gives more hope for the future than any mere adherence to standards of mechanical efficiency."

* * *

Again, are our local bodies really so autonomous that the responsibility for whatever goes amiss should entirely be borne by the members thereof ? If corruption prevails in a few municipalities, or if there is inefficiency in the administration of certain local bodies in a particular province, is it to be supposed that the departments wholly under the control of the Government are altogether free of these evils ? Neither of the assumptions is true, and that is a point that the diehards who fall foul of the administration of local self-governing institutions in our midst ought to remember before they run wild.

* * *

In his book, " Local Government in Many Lands," Mr. Montagu Harris writes : "To state that in any country the communes possess a large measure of autonomy is

meaningless, if no resolutions of the communal council relating to financial matters are effective until they have received the approval of a superior authority. Again, the executive authority of a town may be very largely independent of external control in its acts of administration, but, if the appointment and dismissal of that executive authority are controlled by the higher powers, the so-called autonomy is more apparent than real." If autonomy of this kind had been vested in the local bodies and then complaints made, there would be some sense in it; but, as things are, local bodies in no province are so entirely free of "superior control" that they could exclusively be held to account for whatever goes wrong in their administration.

* * *

As for corruption, etc., what is the record of local bodies in countries infinitely more advanced than India itself? Everyone who has read anything about the state of affairs in the big cities of the United States knows how terribly rotten is the state of affairs there. But no one has on that account challenged the right of Americans to manage their affairs, or questioned their fitness for the same.

* * *

And what is the position in Britain itself? Those Britishers who try to make political capital of stray cases of corruption in municipal administration in India would do well to examine the conditions in their own country. An illuminating article on the subject of corrupt practices prevailing in a number of municipal councils in Britain has been published is a recent issue of *Tit-Bits*. After referring to cases of "big graft" which have seen the light of day, the writer of the article observes: "There are literally hundreds of similar cases flourishing in scores

of places throughout the country—petty grafts which in course of time will grow larger if they remain unscotched."

* * *

The writer points out that the business of local government, instead of being conducted efficiently and economically, " is riddled with patronage, waste, part-time wangling and petty graft of every kind." Patronage was practised to such an extent in Birmingham that its city treasurer told a Royal Commission that not a single vacancy had been advertised for ten years! We are told that departmental chiefs are " continually approached by council members or superiors canvassing a job for some relative or friend's friend, or some person in whom they have an interest," that " the chiefs mostly fill the available vacancy with the individual pushed in front of their notice," and that " a refusal dictated by a scrupulous conception of what is best for the public advantage is quite likely to be remembered against them." "This explains," he writes, "much of the bungling, waste and incompetence displayed in actions of certain councils, the consequences of which are ruefully borne by the taxpayer."

* * *

We read further: " In one town, corporation property has long been exploited for the benefit of a small group of councillors. Produce is grown upon it rent free, council labour is used, council's name is used to buy seeds and raw materials, its packages and vehicles used to transport both the raw materials and the finished produce to market." The writer gives yet another instance of the abuse of power at the taxpayers' expense by the municipal councillors of a town. Here it is: " There is another town where some of the councillors, hit by the trail of the depression, have solved the problem of living in a simple

and novel way. They have merely appointed scores of committees to supervise and control local institutions like industrial schools, almshouses, hospitals, etc. They have appointed themselves on all these committees, with ample travelling expenses and subsistence allowances during the frequent visits they have empowered themselves to undertake." And it is added that such instances can easily be multiplied.

* * *

Again, we are told that there are too many large contractors and industrial corporations who have found judicious bribery, either direct, or in the form of presents or "loans," a speedy way to secure a contract. Too many who have found means of laughing at safeguards like the public "tender." Graft is said to be digging its claws deeper and deeper into public administration throughout the land. "There are people who want the rottenness of the old system perpetuated, but the great body of the public, tired of this unending procession of municipal scandals and of the wanton waste of ill-spared money, want to see its end."

* * *

Well may the above facts relating to municipal administration in Britain be remembered by the critics who hold up their hands in horror when they come across petty cases of graft or jobbery in India and shed tears at the imagined prospect of disaster on the morrow of the grant of increased political powers to Indians. They will do well to cast out the beam in their own eyes before they point to the mote in other people's eyes.

* * *

Reviewing the work of the village panchayats in the Central Provinces during the year 1931-32, a Government resolution comments on the one-sided progress of these

bodies in performing much useful judicial work while paying inadequate attention to their administrative functions. The panchayats disposed of 4,492 criminal cases and 9,227 civil suits, but very few imposed any taxes or, having imposed them, made real efforts to collect them, The Government is convinced, says the resolution, that this one-sided development is not in the ultimate interests of the rural population, and that no real or lasting progress in rural uplift can be effected so long as village panchayats fail to realize their responsibilities in the matter.

* * *

That this failure is due largely to lack of guidance and not to any inherent incapacity to manage administrative duties on the part of the panchayats is clear from the fact that, wherever district officers have had the time or opportunity to interest themselves in rural welfare activities, the panchayats have responded to the stimulus and given valuable assistance. But with the present rapid growth in the number of panchayats district officers will find it increasingly difficult to pay individual attention to these bodies; nor will it be possible for the Village Panchayat Officer, whom the Government proposes to re-appoint at an early date, to provide more than general advice and guidance. It is to the district councils, therefore, that panchayats must look for constant inspection, detailed guidance, and steady encouragement.

* * *

We are told that, while the district councils of Nagpur, Bilaspur, Amraoti, and Yeotmal have taken active steps for fostering the growth of the panchayat movement in their districts on the right lines, "most of the other district councils are either apathetic or decidedly step-motherly in their treatment of the panchayats within their

jurisdiction." The Government trust, however, that "district councils will give proof of a livelier sense of their duty towards these bodies by so exercising their statutory powers of inspection, supervision and control as to make of the panchayats the important instrument of rural welfare they were intended to be." It is hardly necessary to say that there is vast room for improvement; and it is to be hoped that the people of the province will busy themselves so that the panchayats will achieve a more creditable record of work in future.

* * *

A Gazette Extraordinary issued by the Government of the United Provinces recently announces a Bill to amend the United Provinces Municipalities Act of 1916. In the statement of objects and reasons attached to the Bill it is stated that certain chairmen of municipal boards have tried to burke a motion of no-confidence brought by a hostile party by not including it in the agenda, by arranging, through various devices such as placing it at the end of a possibly long list of business, that it shall not come up for discussion, or by postponing meetings. It is to remedy this defect that the present Bill has been framed. The proposed Bill may be considered as complementary to the other Bill now before the Council, requiring a three-fifths, instead of a bare majority, for passing such a resolution.

* * *

It is intended that sections 47 and 48 of the present Municipalities Act should be substituted by the following provisions:

"If a board has adopted by a majority, consisting of not less than one-half the members of the board for the time being, a resolution expressing no-confidence in its

chairman (not being an *ex-officio* chairman), and a subsequent meeting has by a majority, consisting as aforesaid, adopted a resolution calling upon him to resign, such a chairman shall, within three days of the receipt of notice that the latter resolution had been adopted, submit his resignation in the manner prescribed by section 47 of the Act" "The Local Government may remove a chairman from his office on the ground of habitual failure to perform his duty or failure to submit his resignation as prescribed by section 47."

* * *

We note from the Government resolution reviewing the reports of the working of district boards and municipalities in Bihar and Orissa that this province, too, is agitated over the question of distributing functions between a district local board and its taluk boards so as to secure maximum of efficiency with the least possible duplication of staff. The Government say that "the problem still appears to have found no satisfactory solution." The view of the Government appears, however, to be that taluk local boards are rather superfluous units. They recommended that, as a measure of retrenchment, "the function of local (taluk) boards might as an experiment be curtailed in order to save the duplication of overhead charges."

THE REFORM OF LOCAL GOVERNMENT IN ENGLAND

[By MR. V. K. N. MENON, B. A. (Oxon)*]

The system of Local Government in England is justly famous abroad for many of its features. Its comparative freedom from central control, its honesty, the excellent relations between councils and committees on the one hand and permanent officials on the other, and many other characteristics of it are well known. But at the same time it is not well known abroad that in recent years there has been an increasing amount of criticism, even official, of its working in many respects. Many radical criticisms have been made and reforms proposed by extremely able thinkers ; and a series of official reports and Parliamentary Acts also testify to the fact, especially to those aware of the legislative inertia of all governments, and the congestion of business in the House of Commons in particular, that English Local Government, after the great reforms of the nineteenth century, has entered once again on an era of reconstruction.

A mere catalogue of these reports and Acts is most impressive. Taking into account only the post-war period, there was the Desborough Committee on Police Organisation in 1920. Three years later the Royal Commission on London Government was appointed. A departmental Committee on Public Libraries sat from 1924 to 1927. In 1926 there was the very important Hadow Committee on the Education of the Adolescent. In 1927 there was a Royal Commission on Land Drainage. Next year a

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departmental committee reported on river pollution. Another was set up in 1929 to report on rural water supplies. And one does not know how many committees are actually sitting or are projected on other matters. Any report in storm; and Government will not appoint committees if everything is going on well. So much for committees and commissions. Actual legislation, too, has been notably frequent. Education was affected by the Acts of 1918 and 1921, and land drainage by Acts in 1918 and 1930; other Acts touched public health in 1919,1921 and 1925; electricity in 1919-1922, housing and town planning in 1925; and audit in 1927. In 1925 there was the Rating and Valuation Act, and in 1929 the well known and comprehensive Local Government Act. It has been almost that " rain of laws " which it has been said is more true of England today than the classical Diceyan doctrine of the Reign of Law. But unofficial proposals of reform based on a study of present defects have naturally gone much further. After the great reforms of the nineteenth century, the ideas which have created them sank into the region of passive acceptance. Just as the Education Act of 1902 was almost the only important reform of Local Government in this century till the war, so almost the only important non-official attack on the problem in the same period was the minority report of the Poor Law Commission. Though, of course, one must not forget that the Fabian inspiration which had produced that memorable report had already been working and continued to work on other problems of Local Government as well — for example, municipal socialism. But it is only in the post-war period that the radical questionings about the finality of earlier reforms have been heard in any large degree. Mr. and Mrs. Sidney Webb (Lord and Lady Passfield), the greatest of England's social historians,

Mr. G. D. H. Cole, the most indefatigable and encyclopedic of her younger students of social and economic questions, Mr. W. A. Robson of the London School of Economics and author of a recent memorable book on "The Development of Local Government"—these are only the more important names among many who, in books and articles, have advocated far-reaching schemes of reform. An attempt will be made in the following pages to indicate their main trend as well as the trend of official thought on the same subject, and so present a comprehensive picture of the lines along which English Local Government is developing today, or is held to require development.

II

To understand recent reforms and proposals of reform one must first explain the main framework and the basic principles of the existing system. English Local Government today is based mainly on the reforms carried out since 1832. The historic system with elected, though increasingly oligarchic, borough councils in the towns, and nominated Justices of the Peace governing counties, broke down under the stress of the new economic and social problems created by the industrial revolution since the end of the eighteenth century. Soon after the commencement of the modern reform era in 1832, the borough councils were made more democratic in 1835. In 1888 the whole country was divided into administrative counties and county boroughs, that is, the more important of the older boroughs, the rest being organised within the counties. Simultaneously, county administration was for the first time placed on an elective basis with the creation of county councils, to which most of the functions of the Justices were transferred. Meanwhile, since 1834, there

had been created a series of *ad hoc* authorities for the Poor Law, Highways, Sanitation, Health, Education and other urgent needs. But it resulted in the notorious "chaos of authorities, chaos of jurisdictions, chaos of rates, chaos of franchises, a chaos, worst of all, of areas." So in 1894 most of these special areas were abolished, and instead the urban and rural districts with their councils that we have now were created inside the county areas. By the same Act the larger parishes in the rural districts were given elected councils; in urban areas, where the population is more concentrated, they remained and remain justly less important compared to higher bodies. Franchises and electoral systems were also made uniform and democratic. Finally, in 1894, the surviving *ad hoc* Education Boards were also abolished and their powers transferred to the counties and larger boroughs. The Poor Law Unions were now the only important *ad hoc* bodies which remained; and even here their personnel somewhat coincided with that of the rural district authorities. The problem of London as the capital, and with its growing and immense population, was peculiar and was largely dealt with independently. Around the ancient city of Westminster, a number of parishes grew up. In 1888 these parishes were united in the new administrative county of London; the city continued and continues to be governed separately by its curious and ancient constitution, only sending four members to the London County Council. In 1899 the County Council area was divided into, and the parishes grouped within, 28 Metropolitan Boroughs under the county. But in course of time the postal, water, electricity, traffic, port, and police arrangements of the capital came to be organised into separate and independent (but not elected) authorities, each with somewhat different areas. Thus, here,

too, the result of nineteenth century reforms was not fully satisfactory.

To complete the picture of English Local Government before the war, one must also trace the development of central control. Till the nineteenth century, local bodies were under a minimum statutory control. In 1834 Commissioners of the Poor Law were created to supervise local poor relief. In the same year grants in aid began, though afterwards these were largely superseded by the assignment to local authorities of the proceeds of special taxes. In 1847 it was renamed the Poor Law Board with a Minister as its chief. Gradually it was given supervision of other aspects of local government as well. In 1871 it was renamed the Local Government Board, and some powers were transferred to it from other central offices like the Home Office and the Privy Council. Finally, in 1919, after the war, it became the Ministry of Health with still greater powers.

III

In the sphere of English Local Government, then, since the beginning of this century, there are, first of all, the County Boroughs and the Administrative Counties. London, as we have seen, is in a class by itself. Each county borough is divided into a number of wards, but only for electoral purposes; and wards have no elective councils. Each administrative county is primarily subdivided into non-county boroughs, urban districts and rural districts. Each of these has its own elected council and executive officials. The borough has the largest powers and is the most independent of the county, the rural district the least. Boroughs and districts are also subdivided into wards. Rural districts are subdivided into parishes, which, unlike wards, are real administrative units,

and have elected councils where the population exceeds 300, smaller parishes managing their affairs with periodical mass meetings. Till 1929, parishes were grouped in Poor Law Unions, the only important *ad hoc* body after 1902; in 1929 they were abolished and their functions transferred to the other authorities.

Since the end of the last century, and especially since the commencement of this, there has also existed another kind of local authority which we have not mentioned so far: joint bodies of neighbouring counties or boroughs or both for common purposes, set up most under permissive Acts. These are of various kinds—some have financial powers and others have not, some have executive and others have only advisory powers; there are such boards for public libraries and land drainage and electricity and town planning and, most important of all, public health. But, unfortunately, though significantly, no exact information exists regarding them. Mr. Robson says that not even the Ministry of Health could give him the information.*

These in the various localities. At their head in London, distributing grants, exercising the power of administrative sanction, auditing accounts in some cases, is the Ministry of Health (till 1919, the Local Government Board). But certain other central departments also exercise supervision, e.g., the Home Office, the Board of Education, the Ministry of Transport, the Board of Trade, and the Electricity Commissioners attached to the Ministry of Transport. Central control is thus to some extent diffused.

IV

We must now, before we discuss proposals for further reform, mention some of the more important legislative

*W. A. Robson: "The Development of Local Government." P. 112

changes that have been effected in recent years. We have referred to the Ministry of Health, established in 1919. In 1925 the Rating and Valuation Act abolished the Overseers of the Poor. The office dated from the sixteenth century, and they were appointed in different cases by parish councils or parish meetings or Justices of the Peace or urban councils. Their work was mainly the assessment of the poor rate, and this was now given to the general local authorities. But, of course, the greatest legislative change of recent years, and of this century, was Mr. Neville Chamberlain's Local Government Act of 1929, enacted by the Conservative Government of the day. By this, apart from minor provisions, the historic poor law guardians were abolished, and the administration of the poor law was made the work of county and county borough councils. Secondly, there were the very controversial provisions derating industrial and agricultural property. Thirdly, secondary roads were transferred from the control of district authorities to that of county councils. And, lastly, there was a provision for the compulsory and periodical revision of district boundaries, the minimum population required by an urban area to claim county borough status being at the same time raised from 50,000 to 75,000.

Then there were a number of minor Acts, to which we have already referred, which provided in various ways for the better control and organisation of public health, education, land drainage, housing, and town planning. Now the significant point for us is this : these major and minor Acts, in general, only put into effect some of the reforms which acute students of the problem have been demanding for some time. To these we may turn now.

V

The present system of Local Government in England

has been criticised firstly because its areas are held to be inadequate. Secondly, the powers that they enjoy are held to be equally unsatisfactory. Thirdly, criticism has been directed against a number of points like the recruitment of their personnel, the principles of local taxation, and the system of audit. Finally, and in a sense above all, it is maintained, the ideals the system have in view are poor and narrow, and this is held to be the real root of the problem.

It is not proposed to deal here with all these questions. The urgent need for a municipal service, recruited by open competition, perhaps by a national federation of local authorities, thus facilitating inter-local transfers and promotions, has been well emphasized by all writers, and discussed with ability and detail by Mr. Robson in particular. Mr. (now Sir) E. D. Simon, drawing upon his experience as Lord Mayor of Manchester for a term, in a well-known book, [1] has suggested a number of minor reforms of a procedural character which could make municipal bodies more efficient than they are now. The power of the district auditor sent by Government has also been severely criticised as having increased, increasing, and as one which ought to be diminished. London, "the fantasy of areas and authorities which make up the patch-work quilt we are pleased to call the Government of London," in Mr. Robson's words, is still substantially unreformed. Nor do I intend here to comment on the derating provisions of 1929, the change from percentage to block grants by the same Act, or of the rate system of municipal taxation in general: there is much to be said against all these. As also against the continued (and not national) character of the Poor Law, and the invidious

1. E. D. Simon: "A City Council from Within."

distinction between pauper and non-pauper services. Reformers have also been tilting at what they regard as the increasing extent of central control. We shall confine ourselves here to the two main and fundamental problems of area and functions.

Taking the problem of areas first, there is general agreement among advanced thinkers that the existing ones are entirely out of date; and in this respect they go very much beyond the diagnosis of that hippopotamus chasing a pea—the Royal Commission of 1925-28 or the truly Conservative Act of 1929. The departmental committees we have referred to go much further than the latter. In England today there are 62 administrative counties, 83 county boroughs, and about 250 non-county boroughs, 800 urban districts, 650 rural districts, 7,000 parish councils, and 6,000 parish meetings. The first remarkable feature of it is the incomplete correlation between area and type of authority. There are, for example, many boroughs smaller than urban districts, and among local bodies of the same class there are the widest variations in area, population and rateable value.The reason is of course the great social and economic changes since the nineteenth century unaccom panied by a systematic reconstitution of areas. Variation, therefore, as Mr. Robson says, "runs riot in a manner which makes sportive biological processes of nature appear as a succession of dull uniformities." Or, as he puts it elsewhere, even though the local councillors in these areas were to combine within their persons the wisdom of a Solon, the inventiveness of a Bentham, and the administrative capacity of a Chadwick, they could do little without a drastic revision of areas.

Nor are existing areas adequate to discharge their functions. Here it is a question of size. In some cases

as in those of drainage, water supply or the prevention of river pollution, single geographical areas have been cut up. In other cases, e. g., police or libraries, the existing large number of small authorities have the wastefulness of small businesses. Meanwhile, in the matter of police the borough of Louth, "protected againt riot and civil commotion, murder, robbery, with violence, and arsenical poisoning with an independent police force of eleven men," is typical. Or the residential area for an industrial locality may be under another authority. The joint bodies that have been created to solve the problem have been a failure, as they are generally permissive and not compulsory in character, and advisory not executive in type. Responsible committees appointed since the war have often recommended a radical change in this respect. Thus the Hadow Committee wanted *provincial* committees for education. But little has been done, and the Act of 1929 made only extremely minor improvements.

Further, there is the existence of a number of authorities administering the same or similar services in the same areas. County boroughs have indeed no subordinate authorities and powers are, therefore, concentrated in them; but in the rural areas county councils, non-county boroughs, districts and parishes have all powers, e. g., in public health. Elementary education is generally in the hands of non-county boroughs and urban districts, but secondary education is the province of counties. Only one important reform has been carried out in this respect in recent years. By the Act of 1929, the functions of Poor Law Guardians were transferred to the ordinary local authorities which had long been engaged in activities for the non-destitute similar to those of the guardians for the destitute. But it only touched the fringe of the problem.

The conflict of town and country in local government is another result of the present system. Large urban areas continuously strive to become county boroughs and county councils vigorously oppose it. The former contribute a higher proportion of county council income than rural areas, but county councils, being dominated by rural members, do not give them corresponding and really needed benefits in better roads and police education. The latter fear for their population, area and rateable value if the movement succeeds. Actually it has succeeded, and the number of county boroughs has been slowly increasing. Such recognition has only been the due reward of better administration, as testified, e. g., children's health, and more democratic government as evidenced by the comparative number of actual voters at elections. But under the law, county borough status cannot be claimed without a minimum population of 50,000. The boroughs want to reduce it to 30,000, and the counties to raise it to two or three hundred thousand. The Royal Commission recommended 75,000. The struggle goes on. And as the non-county boroughs want to increase their status at the expense of the counties, the county boroughs want to increase their areas. In some cases, as in London, it is because the day population of the city comes from outside, and the city has to provide costly services like roads, electricity, and police for large numbers who pay no rates to it. In other cases, of which also London is the leading example, large cities are now forced to build outside itself for its population and thus create rateable value with no profit to themselves. There is also the very important consideration that, where a homogeneous population is cut up within different jurisdictions, living in one, working in another, local patriotism cannot develop. Of course, since 1885, mutual arrangement is a legally allowed machinery

of change, but this power has never been used and cannot indeed be expected to be availed of by such opposed interests of town and country.

The chaos of areas produced one more undesirable effect. This is an increasing extent of central control. That control will certainly be required always; but the point is that its true function is other than to remedy the defects of an avoidable chaos of antiquated, inadequate, unsystematic and conflicting areas of local government.

VI

These defects of the system have significance not only for England. It is true that industrial urbanisation is more a feature of England today than of most other countries; but to the extent that it is a universal tendency the same problems are bound to arise elsewhere. The schemes of reform too, therefore, are of more than English significance; though we shall see that they arise as much out of English conditions as from the general and inevitable conditions of contemporary society and government. One such is the tendency towards larger and larger administrative areas mainly on account of the industrial revolution and the coming into existence of more and more rapid means of communication. Mr. Wells in a recent book [1] has once again insisted on it to point the need for a world-state today. The tendency is not less insistent at the other end of the problem of politics—local government. The actual schemes may vary—some may be more radical than others; but all of them are due to a recognition of this fundamental fact.

One proposal—Mr. Robson's—is to get county councils and boroughs compulsorily to elect a whole series of different joint bodies for different purposes with appro-

1. H. G. Wells; "After Democracy."

priate jurisdictions over adequate or convenient areas, as determined by the national government. Of course, a preliminary reform will be the rationalisation of county boundaries. It will not do to rationalise only the district areas, as the 1929 Act provided for. At the same time, large non-county boroughs and urban districts must be given county borough status. A large number of the 61 old boroughs recognised in 1888 as of county status got that recognition only from private pressure and not from any principle; the original Bill had provided only for 10 such. It has also been pointed out that, since then, the same powers have sometimes been conferred upon non-county boroughs of a certain size as on county boroughs, and not a few of the powers reserved for the latter only are not more important than the power, for example, to destroy rats and mice. Nor has the population minimum of 50,000 fixed in 1888 been regarded subsequently by Parliament as anything more than one of the claims to the higher status. As for this figure itself, there seems to be a strong case for reducing it. Recent censuses have shown that middlesized towns have been expanding more rapidly, and larger towns less than before. The reasons are, of course, facilities like quick and cheap transport, the possibility of sending electric power inexpensively over long distances, and the demand for better houses and open spaces for factory hands. In other words, towns with a comparatively small population must now be regarded as mature. It is for this reason that the recommendation of the Royal Commission in response to the counties' pressure to increase the figure to 75,000 must be regarded as reactionary. Comparison with foreign cities also reinforces the case for reduction. Of course, qualitative factors must also count in each and every case; but there is certainly a case for creating more county boroughs than exist today.

The proposal is that in each natural or convenient area, as determined on a national plan, the new borough and county councils will elect a joint body for a particular purpose—health, education, drainage, libraries and similar purposes. The areas for different bodies may not be the same. For example, a proper drainage area will depend on local geographical features; while a good educational area will depend upon considerations. Whether it will not revive, though on a smaller scale, the chaos of areas, authorities and jurisdictions of the nineteenth century is another question. We say, on a smaller scale, because those joint councils will not at least be directly elected by the people. Here we will only notice that some of these councils are envisaged as executive, others as advisory. Where a subject demands large and costly works or the utmost economy or a highly trained staff, a unified executive is indicated; and a federal organisation or identical action by a number of co-operating authorities, where it is the case of the adaptation of a general principle to local needs, or where, as in education, public opinion, the "consciousness of consent," plays a more important part than technical considerations. But even the latter, the advisory councils, will be compulsory as they are not today.

As regards the internal organisation of these counties and boroughs, while no great reforms are required in the latter, Mr. Robson proposes the abolition of the existing elective administrative authorities within the former—the districts and the parishes—and the transfer of their powers to the county councils themselves. Immediately, he would transfer their service functions, even if their control powers are temporarily left to them. It is in respect of service functions that small areas are notoriously inefficient; in control, local knowledge is important and a small

area has advantages. The distinction is much the same as that between technical services, where the demand is in terms of commodity (e. g. water), and non-technical services where the main demand is to govern itself, as in licensing. It is of course on the same basis that the joint councils we have referred to would be classified as executive or advisory.

But the smaller organisations may remain inside the county as representative, if not administrative bodies. As Professor Graham Wallas, whose recent death all students of politics, and of English Local Government in particular, so deeply deplore, was never tired of insisting, in the great society of our modern world, however much we may require large scale organisations adequate to the extensive range of our new activities, we cannot afford to dispense with small scale ones more suited to our ancient native capacities. For the rest, it is well known that industrial, commercial, professional, religious, and many other organisations have their primary function as representative bodies in the modern state. However, these smaller bodies are, perhaps, more useful, not as elected bodies, but as district committees of the county council, consisting of a majority of members elected by the county council, and some others locally elected or nominated or both elected and nominated. As essentially committees of the county council they would avoid the evils of the present system of different bodies responsible to different electorates. Mr. Robson suggests that, in addition to these geographical committees, there may be created also functional committees and sub-committees. One sometimes wonders, as one reads Mr. Robson's enthusiastic pages, if occasionally he is not inclined to make a fetish of these innumerable councils and committees, and if he sufficiently emphasizes the supreme importance of the

spirit in which individual men and women work them. However let that pass. Such a committee system is in fact already provided for to a certain extent by legislation, and even where not provided for by law, it is growing up in some towns. Finally, Mr. Robson suggests that, if it is decided to confer administrative powers on these committees, districts satisfying certain conditions may be given larger powers than the rest. Such a grading already exists, e. g., in police and education powers; but, unlike the present system, an ideal system of grading should take account not only of population, nor, worse still, the population of a fixed date which is then treated as the law of the Medes and the Persians.

VII

The district committee, then, is the primary cell of Mr. Robson's ideal scheme. It is an altogether different body, the ward, that takes its place in the more radical Webb scheme.[1] Everywhere there would be a common and approximately equal unit of representation, the ward. In fact, it will only be an extension to the rural areas of the existing system of borough wards. Such wards need not ignore local or historical associations. They would be self-conscious units of about a thousand families in rural areas, and two or three thousand in towns. Each ward will be a unit for taxation and representation, but it would have administrative powers only as an exception in rural areas. In each will be elected one full-time paid general representative. In any area determined to be one for the purpose of any service, the representatives of all the wards will form the governing council for that service. (This, to represent the ward in these and other councils, will be the main functions of these representatives. In

1 Sidney and Beatrice Webb: "A Constitution for the Socialist Commonwealth of Great Britain."

rural areas, however, the General Representative, along with a few other elected persons, will have administrative work for the ward itself). In this way the same ward will often be included in a number of areas, and the same representative will, therefore, sit in a number of councils. In this way each function will be directed by its own directly administrative council, unlike the indirectly elected ones of Mr. Robson's scheme. The Webbs, however, see no virtue in an indefinite multiplicity of councils They regard only a few and those magnicompetent councils as a merit. The borough councils may thus continue substantially unchanged. The point is that, under this scheme, there will be the necessary amount of flexibility to create larger or smaller bodies than exist at present.

In Mr. Robson's scheme the only higher bodies than the county and borough councils are the councils that they themselves may set up in a specific area for a particular purpose. In the Webb scheme there will be county and borough councils, and other councils constituted out of the units of these—the ward. Above them is imagined only a vague federation of local authorities. The anarchical possibilities inherent in such unco-ordinate or imperfectly co-ordinated schemes are obvious. It is precisely here that Mr. Cole's ideas are valuable.[1] He agrees with the general principle of the reforms mentioned, but would in addition divide the whole country into a number of "regions" each with its supreme directly elected council. Mr. Cole lays great emphasis on direct election. In fact, these regional councils will be miniature parliaments. Under them will be all the other bodies. Some functions these regional councils will discharge directly, in other respects they will be supervising and co-ordinating

1 G. D. H. Cole: "The Reform of Local Government." "The Next Ten Years in British Social and Economic Policy."

bodies. In every case they will be larger units of local government than are envisaged in the other schemes. And this is the distinctive contribution of regionalism towards the solution of the problems of English—and other—Local Government. It is the new Heptarchy.

VIII

From the above discussion it is clear that such powers as are now given to local authorities cannot be satisfactorily administered by them as long as their areas are what they are. But the powers themselves have been held to be equally inadequate. It is well known that the English system is fundamentally distinct from that of the U. S. A. where legislative centralization prevails and the powers of local bodies are strictly defined by Statutes, and can be altered only by amending them. Or from that of France and countries in the French administrative tradition where is more local government than local self-government. It is a better system than either; but at the same time it is not so good as that of Germany where local authorities are (or were till Hitlerism recently jumped into the Governmental saddle) freest, or that of the increasing number of American cities which are following the German example. The fundamental principle in England is sometimes said to be administrative centralisation[1] and as such extremely flexible. This is, however, to simplify matters too much.

In England, apart from powers which are compulsory and optional by Statutes, additional ones can be secured only by departmental orders, "provisional orders," requiring parliamentary sanction, and special Acts. This is because of the theory of "*ultra vires*," the theory that local bodies cannot exercise any powers not expressly

1 W. B. Munro: "The Governments of Europe," ed, 1929, page 299; and other well known works of his.

granted to them by Acts of Parliament. As Mr. Robson points out in an important passage,[1] the theory did not exist till the middle of the nineteenth century, and was then developed by the Courts of Law to check railway and other private companies in an atmosphere of '*laissez faire*.' No distinction was made between private profit and public utility corporations. And the atmosphere of distrust of local activity still hangs about Westminster and Whitehall, reinforced by the cry for economy, and the Tory theory of the wasteful nature of public enterprises of which the latest though not the most successful example (as was evidenced by the Bridgeman Report) was Lord Wolmer's attack on the post office. For the rest, the existing method of increasing the powers of local authorities to any important extent through legislative action—the private bill procedure—is now generally recognised to be extremely slow, costly and cumbersome. Even the method of "provisional order"—the department permits a power, it is subsequently reported to Parliament, the Parliament may annul it—can lead to great difficulties if opposed.

One remedy for the present condition of things is obviously the abandonment of the doctrine of "*ultra vires*." Another equally important one will be the creation of a Statutory Board of Commission which may grant a request by a local authority for further powers. The Act of Parliament constituting the body will allow it to refuse sanction only for strictly defined reasons. The procedure will thus be simplified, and powers of local bodies will also be extended.

IX

But any such legislative reform of areas, or functions or in minor aspects can come only from a new conception

1 Op cit., p. 192 onwards.

of the possibilities of local government in the minds of legislators. The writers whom we have mentioned are all impressed by it more than by anything else. In Germany, Austria, and many other European countries, the municipalities engage themselves in all kinds of activities, not merely of an economic character, but of a cultural one as well. Thus their municipal cinemas, play-houses, opera houses are justly famous. In England, on the other hand, gas and water socialism is regarded partly with fear, partly with contempt. Why should this be always so?

After the great reforms of the nineteenth century the system has almost sunk into the minds of the people as an ideal one. It must be brought out from there, and critically examined once again. Already local government authorities have more than one-tenth of the whole population on their pay-rolls. Surely, they are doing more extensive and important work than many imagine. But they can do still more, immensely more. And then there may also come that revival of local patriotism which, among many sordid features, was such a splendid feature of mediæval life. As the Webbs point out, candidates seek election to the local councils today, not because they are proud of their cities, but because they are ashamed of them. This attitude must go. But—this is the burden, then, of recent thought on the subject in England—and it is not without its significance for other countries—it cannot go before a new conception of the limitless possibilities of local government activity in the social, the economic and the cultural life of the people working through and aided by adequate administrative machinery, has transformed, or continuously transforms, the entire life of the community everywhere.

EDUCATIONAL EXPENDITURE OF LOCAL BOARDS

A HISTORICAL AND CRITICAL SURVEY

[By Mr. M. Venkatarangaiya, M.A.]*

The duty of the local boards in the matter of educating the people has been long recognised. It was primarily with the object of including this among their functions that the Local Funds Act of 1871 was passed.[1] It was then pointed out by several critics that the interests of education would be better served by a separate education cess which would give the resources required to start schools in as many places as possible while its inclusion as one among a large number of objects of local fund expenditure would result in very little money being found for it. This view did not, however, gain ground mainly because the government was averse to collecting a multiplicity of cesses.[2] It was apprehended that any new cess added to the road and village cesses already being collected would make the whole scheme of local fund administration unpopular. All the same, the legitimacy of a separate cess was indirectly recognised and the house tax which the Act permitted the local boards to collect was set apart for expenditure on education. This was a wise policy and if the government had been firm it would have enabled the boards to bring about a rapid expansion of elementary education.

But, owing to popular clamour, it was suspended in 1873-74, and, from that date, it was only out of the

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(1) Madras Legislative Council Proceedings, 1871.

(2) Do.

general funds of local boards that education had to be financed. This state of affairs continued until the passing of the Elementary Education Act in 1920 which empowered the boards to levy an education tax for being spent on elementary education. One hundred and five taluk boards have so far availed themselves of this provision and though the yield from the tax is not large—it fetched about twelve lakhs in 1928-29—it may be remarked that the principle uuderlying it will, under proper circumstances, help the growth of elementary education in rural areas.

The diffusion of education was understood to involve not merely the establishment and maintenance of schools and the construction and repair of school houses but also the giving of grants in-aid to private schools, the inspection of schools and the training of the teachers. This was indeed an ambitious programme and expenditure was incurred under all these heads for a number of years. In course of time it was recognised that the funds at the disposal of the boards were inadequate for all these purposes and the history of the educational finances of the boards consists mainly in the government taking over wholly or partly some of these functions.

One of the questions at issue from the very commencement of local fund operations was whether the funds of the boards should be spent only on elementary education or utilised also for secondary education. For a long time the tendency was to regard elementary education alone as falling within the sphere of local boards. This view was adopted by the government in 1871,[1] and in almost every annual report on the working of the boards it found a prominent place. It was part of a policy advocated in

(1) Madras Administration Report. Especially the reports for 1889—90 1890—1, and 1891—2.

those days by the government of India that public funds should be spent on objects of utility to the masses and not in the interests of particular classes.[1] It was construed that the desire for higher education was confined to very few classes in the country, that the proceeds of local taxation to which the whole community contributed should not be spent for the benefit of these classes, that if at all secondary schools were opened by local boards it should be their duty to make them self-supporting. It was also argued that under a settled government peasants unable to read, write or reckon, fell an easy prey to designing men who had these advantages and extension of elementary education was the only remedy for this. It was, therefore, with a step-motherly affection that the boards took to secondary education up to 1904-5.

A noteworthy change in the policy began in 1905-6 and it has continued to the present day. The following figures of the net cost of local fund secondary schools illustrate this tendency.

Year		Net cost Rs.
1904-5	... ...	6,376
1905-6	... ...	13,308
1906-7	... ...	43,543
1907-8	....	47,297
1908-9	... ...	213,654
1909-10	... ...	217,377
1910-11	... ...	230,854
1911-12	... ...	248,666
1912-13	... ...	266,310
1913-14	... ...	294,057

(1) Government of India Resolution 23rd October, 1884. Report of the Education Commission 1882. Para 500. Government of India Resolution No. 199—211, 11th March, 1904. Para 18 and 19.

Year		Net cost Rs.
1914-15	... ...	332,608
1915-16	... ...	377,005
1916-17	... ...	385,140
1917-18	... ...	410,088
1918-19	... ...	603,511

The explanation for this rapid growth in expenditure on secondary education is that the demand for it which was originally confined to a few classes became more widespread as time went on. The agricultural and the trading castes began to take to it more eagerly. The private agencies which were expected to satisfy the demand were not coming forward in sufficiently large numbers and the Government practically retired from the field. The local boards were, therefore, left alone to satisfy the need. This departure from the traditional policy was also welcomed by the government and its general attitude on the subject is summed up in the following extract[1] from the Report on Public Instruction in the Madras Presidency for the quinquennium 1911-12 to 1916-17: "At present educational facilities are too much confined to a number of large centres, and boys who desire secondary education have to leave their homes at an early age and often live in an insanitary and undesirable environment. . . . . . What is required is a wider extension of facilities for secondary education so that a lesser number of pupils will have to leave their homes at an early age, and so that pupils whose parents cannot or will not send their children away from home, may be able to take advantage of these additional facilities. The problem is largely a financial one, but its solution is necessary for the progress and development of secondary education."

1. P. 38.

The tendency at the present day is towards a rapid multiplication of secondary schools and their establishment even in thinly-inhabited centres which do not provide a sufficiently large school-going population. As a matter of fact, during the quinquennium 1916-17 to 1921-22 the number of board secondary schools increased from 63 to 157 though the increase in the number of pupils was only from 15,774 to 26,991.[1] The number of such schools at the end of 1928-29 was 188 and the number of pupils 42,071.[2] This growth is due partly to the change in the policy of the Government, partly to boards having become more responsive to public opinion and partly to the influence of the party "bosses." In several cases leading members of the local boards have been anxious to cultivate popularity for themselves by establishing secondary schools so much so that in some places these have come to be known as "election" schools. The fear is consequently entertained that this policy may lead to the dissipation of the slender resources of the boards and the neglect of elementary education by them. It is, therefore, necessary to proceed cautiously in the matter.

This does not, however, mean that the resources of boards should not be utilised for secondary education. The so-called antagonism between the masses and the classes is not real. Moreover, the amount spent on this item bears only a small proportion to the total expenditure on education. It must also be recognised that to keep up the supply of teachers required for elementary schools there should be a sufficiently large number of secondary schools. What is required is not a total prohibition of expenditure on secondary education but a proper regulation of it. The department should exercise greater care

1. Report on Public Instruction for the quinquennium 1916-17 to 1921-22, Vol. II. P. 33.

2. Report of the Director of Public Instruction 1928-29.

in giving recognition to new schools and where the need for them is clearly established the provincial Government should be prepared to make grants-in-aid on a more liberal scale. [1]

One other consideration that may be put forward in justification of an increase in the number of board secondary schools may be noted. It may be argued that, judged by results, elementary education as has been imparted all these years has not been either economical or efficient. Most of the pupils do not go beyond the second standard; and many of them grow illiterate again a few years after they leave school. This is a peculiarity characteristic of this and several other provinces in India to which there is no parallel in other countries. Under these circumstances, it may be said that it is only those that pass through the secondary schools that get the rudiments of education and that most of the expenditure on elementary education is at present a waste. Expenditure on secondary schools brings some return while it is not so in regard to elementary education. Though there is a large amount of truth in this contention it does not by itself justify the growth in the number of secondary schools maintained by the boards. The real remedy for this state of affairs is a thorough reform of elementary education itself by making provision for compulsion and for longer duration of school life. A beginning in this direction is attempted by the Elementary Education Act of 1920.

From the financial standpoint, expenditure on elementary education has to be judged with reference to its adequacy, efficiency and economy. In deciding the question of adequacy it has to be noted that, while in the case of roads the responsibility rests entirely with the boards, in the matter of education they share it along with two other

1. Report of the Royal Commission on Decentralisation, para 751.

agencies—the government and private bodies. They may therefore, be said to supplement the work done by these two other agencies. Even in regard to this, different tendencies have been at work at different times. Originally it was thought that by a judicious system of grants to schools started by private bodies the educational problem of the province could be easily solved, and the Local Funds Act of 1871 authorised the distribution of such grants by the local boards. In reviewing the history of education from 1871 to 1882 the local self-government committee appointed by the Madras Government complained that the local boards, instead of encouraging private effort through grants-in-aid, took to the establishment of their own schools and in criticism of this policy stated as follows : "As already pointed out, boards have steadily inclined to work through schools of their own instead of encouraging private effort. This policy was that indefinitely sketched in the rules, but its continuance can hardly be advocated; for the Home Government have laid down the great principle that the advance in education should be in a diametrically opposite direction to that which the rules and, in a measure, also the Act contemplates ; and there seems to be no sufficient reason for departing from that policy, except when the demand comes from the people themselves.[1]" This policy influenced educational administration during the next twenty years and the growth in the number of board schools was in consequence very slow. In 1881-2 they formed nearly 13·8 per cent of the total number of public elementary schools while in 1901-2 the percentage was only 11·7. In the quinquennium 1897-8 to 1901-2 a few board schools were even transferred to private management.[2] Subsequent to 1901-2 the policy underwent a

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1. Appendices to the report. P. 46.
2. Progress of education in India 1897—98 to 1901—02. Para 451.

change and there has been a steady increase in the number and proportion of schools under the management of the boards. This is illustrated by the following table :

Year	Total No. of public elementary schools	Total No. of Board ele. schools	Percentage of 3 to 2	Total No. of pupils in 2	Total in 3	Percentage of 6 to 5
1	2	3	4	5	6	7
1901-02	19,093	2,235	11·7	5,88,626	1,04,734	17·7
1906-07	21,379	3,077	14·3	6,92,409	1,41,603	20·4
1911-12	24,034	4,079	16·8	9,40,084	2,23,914	23 8
1916-17	28,867	6,095	21·1	12,31,128	3,57,255	29
1921-22	33,624	7,386	21·9	13,71,779	4,13,603	33·1
1924-25	40,340	9,569	23·7	16,95,863	5,49,298	32·3
1928-29	50,096	1,39,82	27·9	21,93,845	7,41,076	33·8

This table brings out clearly the growing importance of board schools in the field of elementary education. While between 1901-2 and 1924-25 the total number of public elementary schools and of the pupils attending them increased respectively by 206 per cent, the number of board schools and of the pupils studying in them increased by 428 per cent and 524 per cent respectively. Columns (4) and (7) indicate that this growth in the proportion of board schools and of pupils in them has been steady from quinquenium to quinquenium.

It is from experience that the superiority of board schools to private schools has been learnt. While the

important resolution of 1904 [1] makes practically no reference to this aspect of the question, that of 1923 distinctly laid down that "expansion should be secured by means of board schools except where this is financially impossible, when aided schools under recognised managements should be encouraged.[2]" Until very recently the number of schools managed directly by the government was very small and most of the schools were maintained by private bodies. Of these, those under the control of the Christian Mission agencies constituted a fifth of the total number and their activities were confined mostly to the education of the Christians and the depressed classes. The remaining aided schools have been under the control of "teacher-managers." The director of public instruction writing in 1912 remarked that, "the teacher-manager schools in particular are ill-housed, ill-equipped and ill-taught. They do, no doubt, at a relatively small cost to government, offer the rudiments of instruction to many children who would otherwise be without them. I doubt, however, whether they are doing much to increase the real literacy of the population, and it is probable that additional expenditure can be more profitably devoted to opening board schools in villages where there is now no school, and to taking teacher-management schools under board management than in further encouraging such schools.[3]" The director found no reason to change his opinion when reporting five years later on the state of public instruction in the Presidency, and as a matter of fact he drew attention to several other defects of the teacher-manager schools.[4] It is, therefore,

1. Resolution of the Government of India Home Dept. No. 199-211 of 11th March, 1904.

2. Resolution of the Government of India Home Dept. No. 199-211 of 21st September, 1913. Para 11 (iii).

Also progress of education in India 1907-12. Para 260.

3. (Madras), Report on Public Instruction 1911-12 P 38.

4. do. 1916-17 p. 39.

no wonder that the policy of expanding elementary education mainly through local boards is being systematically pursued ; and this is welcomed by almost all the parties concerned. "The villagers have generally a decided partiality for board schools since fees are levied at nominal rates in them, and since they are, on the whole, more stable than aided schools. The teachers, too, prefer employment in board schools to that in aided institutions as they can then be free from the uncertainty of tenure and income, a characterstic of the large majority of aided schools.[1]"

There are not wanting critics[2] who object to this policy of encouraging board schools in preference to aided schools mainly on the ground of the greater cost of the former. For instance, in 1928-29 the cost per pupil in a government school was Rs. 9-4-0, in a board school Rs. 10-3-0, and in an aided school Rs. 6-8-0.[3] Such differences have always been noticed. It may, therefore, be argued that, with a given amount of funds raised from taxing the public, sixty five per cent more pupils can be taught through aided agency than through board schools, and any scheme of universal education can be more rapidly executed with the help of such agency. To attempt to take over the existing aided elementary schools under non-Mission management and to start additional board schools to educate the seventy-eight per cent of the children of school-going age that are still to be provided for is, according to these critics, impracticable and uneconomical. They, therefore, advocate a reversal of the current policy and attach primary importance to aided schools.

1. Report on the Ele. Edn. survey of the Madras Presidency 1924-25 p. 14.

2. M.L.C.P., 10th Oct. 1924. p.p 97—107.
Report of the Royal Commission on decentralisation para 756.

3. (Madras) Report on Public Instruction 1928-29 Vol 2, p.36.

But these arguments are wanting in real force. The cheapness of the aided agency is only nominal and is secured at the cost of efficiency. If accommodation, equipment, decent pay for the teachers, and stability of tenure for them are fundamental factors influencing the kind of instruction imparted, board schools must be regarded superior to aided schools. The average strength of a board school is larger than that of an aided school and the duration of school life longer.[1] In the long run, therefore, a board school is really cheap. There is also another important consideration. Sooner or later universal compulsory and free elementary education is bound to be introduced into the rural areas of the province. This can be more easily accomplished if schools to be started are board schools. The growth in the number of aided schools will bring complications due to the growth of vested interests. Fees are a substantial source of income to them and free education will mean loss under this head and the consequent claim for adequate compensation. In the few municipal areas where compulsion has been introduced the claim for compensation put forward by teacher-managers is causing difficulty, one political party pleading for liberality and another for moderation. Under these circumstances expansion through board schools is certainly to be preferred as it will reduce the amount of compensation that may ultimately have to be paid to teacher-managers wherever and whenever compulsory education becomes a reality.[2] Questions not very much different from those referred to above have arisen in regard to the education of girls. In the early days a fear was entertained that with the large volume of prejudice that prevailed against educating women, girls' education

1. Indian Edn. 1907-12, p. 260.

2. M. L. C. P. 26th August, 1925. P. 831.

would suffer if entrusted into the hands of local boards containing as they did the representatives of the people. [1] All girls' schools were, therefore, maintained directly by the government except a few under the control of private bodies. In 1906-07 for instance out of 899 girls' schools in the province only one was a board school. But with the growth of new ideas regarding the position of women in society the old prejudice declined in strength and local boards became eager to open girls' schools also. Government acquiesced in this view and during the last fifteen years—as is illustrated by the following table—the number and proportion of board schools for girls have been growing.

Year	No. of ele. schools for girls	No. of board schools	Per centage of 3—2	No. of pupils in all girl schools	No. of pupils in board schools	Percentage of 6 to 5
1	2	3	4	5	6	7
1906-7	899	1	—	47,695	53	—
1911-12	1,152	94	8·1	97,916	5,907	6·1
1916-17	1,684	446	26·4	1,32,214	27,694	20·9
1921-22	2,631	1,260	47·8	1,73,570	60,909	35·0
1924-25	2,977	1,524	51·1	2,00,733	86,469	43·7
1928-29	4,722	2,660	56·3	2,94,678	1,36,443	46·3

At the present day while 27·9 per cent of boys' schools are under the control of local boards they manage 56·3 per cent of girls' schools in the province, thus indicating the small amount of private effort in this direction.

1. Madras Administration Report, 1872—3.

Further progress of this branch of elementary education also depends entirely on local boards.

The responsibility, therefore, for expanding elementary education in rural areas rests mainly on local boards and no elaborate enquiry is needed to show how inadequate has been the expenditure incurred by them under this head. According to the survey of 1924-25 there were 6,708, 829 children (boys and girls) of school-going age in the province and only 22 per cent of them were under instruction.[1] There were 4,036 centres with a population of 500 and above which were not provided even with one elementary school each.[2] "Mission agencies do not seem prepared to open new schools in any district except Tinnevelly owing to their crippled financial resources," and there is not much response from other private bodies. The demands on the resources of local boards made by this item of expenditure are large and heavy, and two crores of rupees may be required annually to meet them if the provincial government continues to aid the boards to the same extent as it is doing at present. The gulf that has to be bridged will become plain when it is noted that in 1924-25 the expenditure of the boards on elementary education was Rs. 58,06,969 of which the provincial funds contributed Rs. 30,68,754.[3]

It is not safe to generalise as to how far the expenditure incurred by the boards on elementary education has been economical, meaning by economy "expenditure without waste and to the best advantage.[4]" Two points deserve special consideration in this connection. Till

1. Report on the Elementary Education Survey of the Madras Presidency, Annexure ii.

2. Do. iv.

3. (Madras) Report on Public Instruction 1924-25. Vol. II Page 30, Table (18).

4. The Science of Public Finance (by Shirras) P. 30.

1924-5 no systematic educational survey of the province was undertaken although the Government of India drew attention to its importance,[1] and other provincial governments like those of Bengal, Bihar and Orissa carried out such a survey much earlier.[2] Consequently there was much overlapping of educational effort, the starting of superfluous board schools in villages already having aided schools, of special schools for panchamas even in places where they were able to secure admission into caste schools in the neighbourhood, the failure to open schools in many centres with a population of 500 or even 1,000, and the utter neglect of the backward tracts. A survey would have revealed these defects and expenditure might then have been incurred only in localities where it was absolutely necessary. With the survey of 1924-25 it is possible to avoid such mistakes in future. A second point worthy of note is the extravagant and ill-thought out expenditure on accommodation and equipment. Suitable buildings of a cheap design were not always encouraged. The truth that "India cannot afford palatial elementary schools but should aim at having a large number of modest school-houses of the cheapest possible material and the simplest design,[3] was lost sight of. Similarly in the matter of equipment funds have not always been wisely utilised. "There are unfortunately many who have not yet learnt the difference between suitable and unsuitable equipment,[4]" and in several cases elaborate and expensive apparatus has been ordered instead of what is simple, homely and cheap.

It has been stated that "the objects to be aimed at in fostering elementary education are the provision of

1. Indian Education 1907-12: Para 301.
2. Indian Education 1912-17: Paras 264-67
3. (Madras) Report on Public Instruction 1916-17. Para 78.
4. " " 1921-22. Para 59.

facilities within easy reach of every child and the continuation of the child's education to a stage at which he may be regarded as permanently literate.[1]" The extent to which the first object has been carried out was examined above in connection with the adequacy of expenditure. The second object as defined here is a modest one. Acquisition of literacy and not the vague ideals of perfection of character, training for citizenship, etc., is regarded as the goal of all schemes of elementary education. This is something definite and measurable. The application of this test shows that "a large proportion of public money spent on elementary education is spent to very little purpose.[2]" In the first place, this is due to the too short duration of school life. Education that does not go beyond class II is hardly worth having, and it has always been a source of complaint that a greater proportion of boys study in classes I and II and leave the school thereafter. In 1922-23 for instance 67 per cent of the boys and 80·7 per cent of the girls in board elementary schools were in classes I and II,[3] and there does not seem to be any improvement in the right direction. With percentages like these one has no reason to be satisfied with the growing increase in the number of pupils in elementary schools from year to year. An increase in this number does not result in a proportionate increase of literacy in the province.[4] Even in the case of those that pass through class IV the literacy they acquire is of a very elementary character and for it to be of any substantial use in after life opportunities have to be created by way of village reading rooms and libraries for improving it and very little expenditure is incurred under this head

1. Indian Education 1912-17, Para 262.
2. Report on the working of Local Boards for 1920-21.
3. " " 1922-23.
4. (Madras) Report on Public Instruction 1911-12, P. 32.

by the local boards. Thus more than half the amount spent on elementary education does not serve any useful purpose and the question naturally arises whether it is worth while to continue it without reforming the system radically.[1]

Many palliatives have been suggested to remedy this state of affairs. Better teachers and better methods of instruction may enable children even in the first two classes to learn more than they do at present. Half-time schools and night schools may induce children to come back for receiving instruction if for economic reasons they cannot devote all their time for study. In the case of the very poor, remission of fees, provision of books and slates and the offer of other inducements may be of use in retaining children for a longer period in school provided parents realise the value of education. But all these are only palliatives. The real and effective solution lies in the introduction of compulsory education.[2]

This is not the place to go in detail into the several arguments against compulsion. The principle was recognised in the Elementary Education Act of 1920 and power is given to any local authority to make education compulsory within the whole or a specified part of the local area under its jurisdiction provided certain conditions are fulfilled.[3] Only five taluk boards have as yet taken advantage of this provision.[4] This is due mainly to insufficient realisation that much of what is now being spent on the expansion of elementary education is sheer waste. If this point of view is understood by them they will surely prefer to introduce compulsion in a few select

1. Report of the Auxiliary Committee (of the Simon Commission) on the Growth of Education. Chapter IV. Paras 24, 27 a.

2. (Madras) Report on Public Instruction 1911-12; "India in 1920." P. 167.

3. Sections 44-47.

4. Report on the working of the Local Boards 1928-29, P. 9.

centres to starting schools in all villages. One big village with all its children in school for a period of five years is better than many villages with their children leaving school after the second or the third year. A point worth observing in this connection is that, school or no school, children belonging to certain classes—Brahmins, Vysyas, Kshatrias, Karnams, Kapus, etc.—will certainly receive education, for it is a tradition with them. It is the children belonging to the other classes that may be said to suffer if all educational expenditure is concentrated in a few localities where compulsion is introduced. This is not, however, a very serious objection as it is mostly the children belonging to these classes that leave school very early in life and sink into illiteracy again. They are, therefore, not very much benefited by the schools in their midst. So far as the backward communities are concerned there is another extenuating circumstance. Mission agencies will continue to satisfy their needs. And government has, through the Commissioner of Labour, been in recent years starting numerous schools for their benefit. Government elementary schools for boys which were 197 in number in 1901-02 and which went on steadily decreasing in the subsequent quinquenniums increased to 591 in 1921-22, 1,302 in 1924-25 and 2,223 in 1928-29. This policy will certainly be conducive to the benefit of the backward classes in areas where there are no board schools. So the suggestion that, instead of multiplying schools in all localities, it will be better to introduce compulsion in a few villages under each taluk board is not really so injurious to the interests of people in localities where there is no compulsion as one is apt to think it to be at first. Local authorities will, therefore, be well-advised in taking to compulsion and make their educational expenditure really efficient and useful.

This is not, however, to be taken as an argument against universal compulsory education. The above suggestion is based on the assumption that the resources at the disposal of local boards are limited. Provision of adequate funds by the Imperial or Provincial Government may bring universal compulsion within the range of practicality.[1]

1. Report of the Auxiliary Committee. Chapter XV, para 14 .

STAGNATION AND WASTAGE IN ELEMENTARY SCHOOLS

[By Mr. S. G. Daniel, M.E.S. (Retd.)]

Every one who is interested in mass education is sure to view with deep concern the lamentable state of elementary education in the Madras Presidency as recorded in the reports on public instruction for 1930-31 and 1931-32.

In the report for 1930-31, the Director of Public Instruction makes the following remarks : "An analysis of the standardwar strength of existing elementary schools reveals a disquieting state of affairs and shows that, in many cases, an adequate return for the money spent is not being obtained......It is natural that, in the spread of mass education, there should be a disproportionately large number of pupils in the 1st standard, but a drop over 700,000 between the 1st and the 2nd standards is entirely abnormal and shows that much has yet to be done to get rid of wastage and stagnation.........If reaching the 4th standard is taken as the test of literacy, the schools are contributing on the average only four literates each per annum. If, however, the safer test of those who have passed into the 5th standard is accepted, the schools are each contributing on the average less than two literates per annum. . . . . . It is obvious that, unless more effective steps are taken to prevent wastage, the return for the very large expenditure will continue to be inadequate."

The following remarks are found in the report for 1931-32 : " The continued growth in the number of

schools and scholars which had been the feature of previous years was arrested in 1931-32, and there was a slight numerical decrease in institutions and their strength. At the same time, the general state of elementary education was not appreciably improved. The evils of stagnation and wastage were just as prominent as they had been before."

It is evident from the above extracts that the present system of elementary education has not proved to be a success in spite of several schemes, various commissions, large expenditure of money, and gigantic efforts.

The report, while admitting the unsatisfactory state of elementary education, attributes it mainly to the difficulty of retaining children at school for the full period of five years prescribed for the primary course, and gives a number of suggestions for overcoming that difficulty. But the problem of the retention of children at school for such a long period cannot easily be solved as it is evident from the facts given in the report itself. The D. P. I. says: "The introduction of compulsory education in selected areas has not had any pronounced effect in remedying these evils. In the best of the compulsory areas the average duration of school life was only 2·8 years, while in some areas where compulsion had been in force for a number of years the percentage of pupils in standard V to those enrolled in standard I was actually lower than in areas where there was no compulsion." "The figures for average attendance show a total many thousands less than the total for enrolment, this being the case even in the 1st standard."

The fact is that, wherever people have a desire that their children should give up their hereditary occupation and enter into other walks of life such as teachers, clerks,

etc., they allow them to continue in school till they finish the minimum course required for their object. On the other hand, the majority of parents who want their children to stick to their hereditary occupation are opposed to their continuance in school for any length of time, simply because they have no faith in the present system of elementary education. They send their children to school either to please the teachers, or to please the children themselves, or to avoid worry and trouble at home. Our peasants are a very shrewd and calculating sort of people. They plainly say that the present system acts as a powerful agency for rural depopulation and the consequent neglect of agriculture and its allied industries. Instead of enriching and elevating the child it tends to reduce him to poverty and demoralization. It does not help him to earn even the living wage of an ordinary Indian cooly. As a rule, one who has studied in a recognised school for a few years acquires false notions of education and he considers it *infra dig* to do the work of a villager. He is somewhat in the position of the unjust steward in the Bible. For he argues like him and says: "I cannot dig; to beg I am ashamed. I must, therefore, remain either unemployed and starve, or try to earn my livelihood by unfair means." Under such circumstances, it is not at all surprising that there should be such a large wastage and stagnation in elementary schools.

A careful study of the psychology and life conditions of the villagers will clearly show that elementary education as conceived and worked out at present cannot be of any real good to the mass, simply because it does not enter into the actual needs and realities of rural life. If the principle that the school is for the people and not the people for the school is accepted, then it naturally follows that the system should be so altered as to suit the life

conditions of the people and not a cut and dried unsuited system forced on them. Any scheme of education which does not take into account the present state of the country and the educational needs of the people is bound to end in failure. Every one must admit that our country is now in a transition stage, and is struggling to become self-determining and progressive in every possible direction. Communities that for centuries followed certain walks of life have left their hereditary occupations and have entered into other professions which are considered better or more respectable in the eyes of the public. The astonishing development of the spirit of nationalism and swadeshism, the extensive social and religious reforms which are pressing on us every day, the great movement for the uplift of the depressed classes, the rapid changes in the whole political situation, the enormous broadening of the franchise and the transfer of administration to popular control, etc., render it imperative that the populace should be a body of literate and intelligent class of people. But it is a well-known fact that the bulk of the villagers are generally poor and depend entirely for their livelihood on the rich mirasdars. Consequently, not only the parents but also their children are obliged to work from early morning till late in the night throughout the greater part of the year. They are not masters of their own time. They cannot, therefore, possibly attend school regularly and consecutively for such a long period as five years. Unless they want to give up their hereditary occupation in favour of a better or more respectable one, they are indifferent to education. They do not care either for literacy or for citizenship or for reforms in Government. All they want is their daily bread, and, when they get it they are satisfied.

In the above circumstances, it is clear that what is

needed at present is a basic change in the system of education and not the devising of any scheme for enforcing the existing unsuited system on an unwilling people. If the system of education and the methods of teaching are completely altered to suit the needs and conditions of the people, there will be neither wastage nor stagnation in elementary schools. In the first place, the education of the masses should not be linked with the education of the classess, i. e., with secondary and university education. The aim of mass education should be clearly defined and the minimum standard should be definitely stated by the authorities for the guidance of the teachers and the taught. All kinds of "fads and frills" and multiplication of subjects which are of no practical use to the villagers should be avoided. Subjects which do not concern the immediate needs of the people, however useful and important they may be in their own way, must be considered as weeds and excluded from the curriculum. In my opinion, mass education should confine itself to the imparting of the tools of knowledge with reference to the actual life conditions of the people without detriment to their ordinary daily work. The system should be such as to make the people feel that without the tools of knowledge their trade and industries cannot develop, and that, therefore, they should pick them up as speedily as possible. For this purpose a change is absolutely necessary in the curriculum of studies, methods of teaching, qualifications of teachers, duration of school life, and working hours of the school.

The *curriculum* should be life-centric and not subject-centric. It should be in relation to the life activities and the real needs of the people, and should never be dissociated from life-situations. The following minimum standard of education seems necessary for all;

(1) All villagers, whether male or female, should be able to read an ordinary vernacular newspaper or leaflet written in simple style; and also to read and write an ordinary letter.

(2) They should have sufficient grasp of simple local arithmetic to be able to work out simple sums relating to rural bazar transactions, especially by mental process according to the indigenous system. The multiplication tables relating to whole numbers and the fractions which are in daily use (1/16, 1/8, 1/4, ½, ¾) should be intelligently taught by concrete examples.

(3) Their general intelligence should be awakened in such a way as to create in them a thirst for knowledge and a desire for action with reference to their life and occupation.

The *methods* generally followed in elementary schools, especially in the lowest class, are not only unscientific and uninteresting, but also have a tendency to lengthen unnecessarily the initial stage. Consequently, it becomes a laborious task and takes about five years for a pupil to learn to read and write the mother tongue fairly well. An examination of the attendance register of any village school will clearly show that as a rule pupils are regular during the first six months. But as this precious period is generally wasted in elementary schools, more than 50 per cent stop away before the end of the year. It is my firm conviction that, until and unless the mechanical method of teaching the pupils reading and writing in the 1st standard is given up, and a more rational and shorter method is introduced in that standard to enable every pupil to learn to read and write his mother tongue intelligently and fairly well within six months, without

detriment to his work, all our attempts towards mass education are sure to end in failure.

From experiments which I have made, I am glad to be able to say that it is possible to teach reading and writing intelligently within such a short period, provided we introduce the project spirit in the beginners' class, and correlate the subjects with the life conditions of the people. For the Tamil language, I have worked out such a method, and, wherever that method has been introduced, children are able to read and write intelligently and fairly well within six months and adults within half that period.* But unfortunately this method has not been extensively used owing to the fact that neither the training schools nor the local boards seriously think of reforming the methods of teaching in the lowest class with reference to the needs and conditions of the people. The reform, therefore, in this direction should commence at the outset in the training schools. Better and shorter methods of teaching the tool subjects to beginners should form a special subject in training schools. Those who have already left the training schools should also be taught such methods by means of summer schools, refresher courses, etc.

If the method suggested above is introduced, the *duration of school life* can be curtailed considerably. In fact, every one can easily be made a literate person within a year and that without detriment to his or her work. The *school hours* of course must be fixed according to local conditions and the needs of the people. As a rule, part-time day schools, night schools, and seasonal schools, are the most suitable for the masses.

* Vide My Method of Teaching Tamil reading to Beginners (1 anna), Tamil First Book (2½ annas) and Hints to Teachers (3 annas).

With a view to prevent literates from relapsing into illiteracy and to improve their general knowledge, provision should also be made for continuation courses. Arrangements may also be made for periodical lantern lectures, cinema shows, bhajanas, kalakshepams, dramatic performances, etc., and the opening of libraries and reading rooms wherever possible.

I would request local boards, missionary bodies, and other agencies who are engaged in elementary education to give a fair trial to the above scheme in a few selected centres, and, if found successful, to extend it gradually to every village in their respective jurisdictions.

LOCAL BOARDS AT WORK

LOCAL BOARDS AT WORK

[We are publishing below summaries of the proceedings sent to us of local boards' and panchayats' meetings held during the quarter ending 31st March, 1933. In order that a comprehensive view of the working of the local self-governing institutions in the province may be presented to the reader, it is requested that the presidents of the various local boards and panchayats may be pleased to send the proceedings of the quarter commencing from April 1933 and ending with 30th June, 1933, before the end of July 1933.]

DISTRICT BOARDS

Bellary

A meeting of the Bellary District Board was held on 27th February, 1933, with Mr. Y. Mahabaleswarappa, President, in the chair. Two resolutions were passed expressing the board's sorrow at the demise of Dewan Bahadur R. N. Arogyaswamy Mudaliar, Ex-Minister to the Government of Madras, and Mr. T. Kothandarama Naidu, district board member. The following resolution given notice of by Mr. H. Seetharama Reddy was then moved, and, being seconded by Mr. G. Krishnaswami Naidu, was carried unanimously: "This board recommends to the Government that a remission of at least 12½ per cent in the existing rates of assessment of ryotwari lands in this district be granted during the current fasli in view of the present seasonal conditions and also the financial depression prevailing in this district." The revised budget for 1932-33 and the budget estimate for 1933-34 of the district board and the taluk boards in the

district were passed, one member dissenting. On Government memorandum No. 38899-1-C, L. & M., dated 9th September, 1932, calling for the views of the board regarding the levy of license fees on motor vehicles plying for hire, the board stated that it was in favour of levying a rate of Rs. 3-8 per seat. Letter, dated 21st December, 1932, from the North Arcot district board suggesting that a resolution might be passed requesting the Government that the surplus finance of the Government be mainly utilised for the relief of local bodies suffering from the loss of toll income, was next taken up and the board agreed "to address the Government to pay the board sufficient relief against the loss of toll income from the surplus of the Government finance." The board then resolved that a sum of Rs. 9,500 out of the available accumulated collections of the provident fund be invested in Co-operative Land Mortgage Bank debentures. A committee consisting of the following members was appointed to "consider ways and means to stabilise the financial condition of the board": Messrs Thandu Mudaliar, H. Seetharama Reddy, M. Gangappa, G. Krishnaswami Naidu, T. Panchaksharayya, P. Uddanayya, M. Saranappa, N. Maribasavana Gowd, and G. Gaveyya.

The next meeting of the board was held on 30th March, 1933. A number of interpellations were put in by Mr. G. Krishnaswami Naidu, Dewan Bahadur M. Gopalaswami Mudaliar, and Mr. M. Gangappa. During the course of his interpellations Mr. G. Krishnaswami Naidu suggested that, in view of the bad financial position of the board, the abolition of Siruguppa and Gadiganur sections, the reduction of the establishment of the Hospet assistant engineer by one clerk, and the reduction by five per cent on all items in the present schedule of rates, be considered. The president stated that "the

suggestions would receive due consideration." Dewan Bahadur M. Gopalaswami Mudaliar requested the president to state why such an important meeting as the budget meeting of the board was held at Kuruvathi entailing a large expenditure to the board by way of travelling allowance in the present financial condition of the board, and that too on a date when the only M. L. C. member of the board could not be present due to the session of the Legislative Council. The president replied that the meeting was held at Kuruvathi at the desire of several members of the board and the expenditure on travelling allowance to members "whether the meetings were held at headquarters or elsewhere could not be said to be not justifiable." Regarding the holding of the meeting during the session of the Legislative Council, the president remarked that "convenience of individual members could not be consulted before fixing the date for the meeting." Dewan Bahadur M. Gopalaswami Mudaliar further asked what proportion did the expenditure for a year of the panchayat establishment including that of a supervisor bear to the village development fund, and, on being informed that the cost would be about 7 per cent, suggested "whether it would not be in the interests of the board to temporarily abolish the panchayat officer's post till they were provincialised." The president replied that he did not think so "for obvious reasons." The following resolution was then carried unanimously: "This board records with regret its feelings of sorrow at the sad demise of the late Dewan Bahadur P. Kesava Pillai, C.I.E., and to communicate this resolution to the bereaved family." Mr. H. Seetharama Reddy moved the following resolution: "That this board resolves that the pupils of the Harijans (Adi-Dravidas, Adi-Andhras and Adi-Karnatakas) should be given

free education in all the schools managed by the district board and recommends to the taluk boards in the district to do the same in the schools managed by them." Being seconded by Mr. N. Maribasavana Gowd, the resolution was carried unanimously. The president's proposal that a committee might be formed to consider the disposal of tenders for road works was rejected by a majority. The other subjects dealt with were of a routine nature.

Chingleput

An ordinary meeting of the Chingleput District Board was held on 31st January, 1933, with Dewan Bahadur M. Krishnaswami Reddi Garu, B.A., President, in the chair. The following resolutions were carried unanimously: " This board places on record its deep sense of sorrow at the demise of the late Rai Bahadur M. Venkataraghavalu Reddiar who was the first accredited non-official president of this board for a period of about five years." "This board places on record its deep sense of sorrow at the premature death of the late Rai Bahadur M. Appaswami Mudaliar, a premier merchant of this district who has rendered yeoman service in the civic affairs in this district, and conveys its heartfelt condolence to the bereaved family." Letter, dated 15th December, 1932, to Rao Saheb C. Jayaram Naidu, intimating him that he had ceased to hold the office of membership of the board due to his absence from the ordinary meetings of the board consecutively for three months, together with the reply, dated 29th December, 1932, received from the above gentleman stating that he could not be deemed to have ceased to be a member as he had attended the meeting held on 22nd October, 1932, at 3-15 P.M., were then taken up for consideration. The President, in his note, stated

that the gentleman attended only the special meeting on 22nd October, 1932, but not the ordinary meeting and that he had, therefore, ceased to be a member under Section 56 (1) (h) of the Act with reference to the express provision contained therein. After some discussion the following resolution was passed: "Recorded, and as the board agrees with the views of the president, this board cannot request the president to apply to the court on this question." Proposed by Mr. M. Bhakthavatsalam Mudaliar and seconded by Mr. T. Shanmugham Pillai, the following resolution was carried: "While appreciating the serious and earnest efforts that are being made in this country under the guidance of Mahatma Gandhi to root out untouchability, this board resolves that the rules shall hereafter be strictly enforced that no Harijan (the so-called untouchable) shall be shut out of any of the institutions of this board for reason of birth, and requests the different taluk boards in this district to give up early the system of maintaining separate cheri schools so that Harijans may hereafter be freely admitted into the so-called caste schools." The revised budget estimates for 1932-33 and the budget estimates for 1933-34 of the district board and the taluk boards as approved by the budget committee were approved. The president's note stating that Government be requested to permit the board to postpone the repayment of the annual instalment of loans and advances due to Government for the next three years in view of the present financial stringency brought about by the abolition of tolls and the inability of Government to pay the full amount of compensation undertaken by them, so as to enable the board to allot sufficient amount for the proper maintenance of roads which were getting deteriorated, was approved. The other subjects dealt with were of a routine nature.

The next meeting of the board was held on 25th March, 1933. Rao Bahadur M. C. Rajah, M.L.A., who had ceased to be a member due to his absence from the meetings of the board consecutively for three months was reinstated at his request. The board resolved that the provisions of the Local Authorities Entertainment Tax Act be extended to the area of Tiruvottiyur and Sembiam panchayat boards. The president's order delegating to the district board engineer power to fine all members of the district board engineering establishment excepting assistant engineers up to a limit of Rs. 3 in each case of default was approved. D. O., dated 12th December, 1932, from the Commissioner for the Corporation of Madras, suggesting the fixing of a date for a conference of some of the members of the district board with the members of the health committee to discuss the payment of contribution by the district board to the Corporation for the treatment of infectious diseases, was placed before the board, and Messrs M. Bhakthavatsalam Mudaliar and K. Venugopal Mudaliar were elected to meet the health committee and discuss with them on 4th April, 1933. The other subjects dealt with were of a routine nature.

Chittoor

A meeting of the Chittoor District Board was held on 26th January, 1933, with Rao Bahadur V. Raghunatha Reddi, President, in the chair. On Government memorandum No. 28172-1 B-1, L. & M., dated 20th September, 1932, calling for the views of the board regarding the levy of pilgrim tax on persons travelling otherwise than by railway, the board stated that "it was not in favour of the proposal." By another resolution, the board resolved that Government be addressed to defer payment of loan instalments for three years. A committee consisting of the

following members was appointed to consider and report on the recommendations of the Special Officer on the financial position of the district board: The President, the Vice-President, Messrs Ramakrishnaraju, K. Srinivasalu Chetti, D. Muniratnam Naidu, N. Narayana Reddi, Raja Venkataranga Rayaningar, M. Ramakrishna Reddi, and A Muniswami Reddi. A sum of Rs. 100 was sanctioned as contribution to the public library at Chittoor. On G.O. No. 1804, L.E., dated 10th December, 1932, informing that a reduction of two per cent would be made in the subsidies payable to local bodies for the maintenance of secondary schools, the board resolved that the Government be addressed not to cut from the fixed subsidy "considering the large surplus in the provincial budget and the enormous deficit in the board's budget." The board further resolved that Government be addressed "to give compassionate grants to local bodies to wipe off the deficits and to balance the budgets." Rao Bahadur V. Raghunatha Reddi was unanimously elected as member of the Secondary Education Board.

Another meeting of the board was held on 22nd February, 1933. The revised estimate for 1932-33 and the budget estimate for 1933-34 were adopted subject to the recommendations of the sub-committee. On G. O. No. 38899-1-C, L. & M., dated 9th September, 1932, requesting the board to suggest the maximum rate of license fees per seat per annum for motor vehicles plying for hire, the board resolved that the rate fixed by Government be accepted. The other subjects dealt with were of a routine nature.

Ganjam

The first meeting of the newly constituted District Board, Ganjam, was held on Tuesday, 10th January,

1933, at 2 P.M., when A.M.A.C. Gallette, Esqr., I.C S., District Collector, presided. There were 48 out of 52 member spresent. After the oath of allegiance was taken by the president and the members, the Rajah of Dharakote proposed and Mr. Varada Bavan Narayanarao seconded that the Rajah Saheb of Khallikote should continue to be the president for this term also. This was carried unanimously amidst loud cheering. This is the fourth term that the Rajah Saheb occupies the office which indicates the wide popularity and great esteem in which he is held by all classes of people in the district.

There was another meeting on the same day at 4 P. M. for the election of a vice-president to the board. In the absence of the president, the Collector continued to hold the position and presided over this meeting also. The Rajah of Chikati proposed and Sreeman Nityanando Proharaj seconded that Dr. Robert Sahu, I.M D. should be the vice-president. This was also carried unanimously amidst continued cheers. The Collector in closing the function remarked that his work was much easier and more pleasant that evening.

Kistna

A meeting of the Kistna District Board was held on 31st January, 1933, Mr. B. Purnaiya Pantulu, Member, presiding. On a letter from the district health officer requesting the board's sanction for the extension of the provisions of the Food Adulteration Act to all panchayat boards and panchayat villages in the district with effect from 1st April, 1933, as he found "on analysis that articles such as ghee and coffee were sold adulterated," the board sanctioned the extension of the provisions of the Act. G.O. No. 3139, L. & M., dated 9th August, 1932, permitting the district board to appoint a panchayat officer was

taken up for consideration. The president in his note stated that a scale of Rs. 200-20-400 be fixed for the post. Mr. M. Ramaswami Naidu proposed that the president's proposal be accepted, and this was seconded by Mr. Manikyarao. Mr. Punniah proposed that the matter be adjourned till information was received from other boards regarding the scale of pay. This was seconded by the Mylavaram Rajah Sahib. On being put to vote, Mr. Ramaswami Naidu's proposal was carried by a majority. The consolidated administration report of the district board, the taluk boards and the pre-union boards in the district was approved. A sum of Rs. 5,000 was sanctioned as contribution for making sanitary arrangements during the Pushkaram festival in August 1933.

Another meeting was held on 9th March, 1933, with Tahavar-O-Jaladat Dastagaha Sree Rajah Venkata Ramayya Apparao Bahadur Zamindar Garu, M.L.C., President, in the chair. The board resolved that the Agent, M.& S.M. Railway Company, be addressed to allow concession rates for goods exported from the Ceded districts and Guntur district to Bandar Port station. The revised budget for 1932-33 and the budget estimate for 1933-34 were approved. A sum of Rs. 16,894 was sanctioned to the Kaikalur taluk board from the railway cess accumulations to meet the deficit in the general funds of the board, the loan to be repaid in five equal instalments.

The last meeting during the quarter was held on 29th March, 1933, Mr.B. Purnaiya Pantulu, member, presiding. A sum of Rs. 200 was sanctioned as contribution for the opening of a maternity and child welfare centre by the Nuzvid panchayat board. The president's note stating that a sum of Rs. 5,304-5-3 being the license fees due from certain bus owners for having plied their buses for

hire, was irrecoverable, was placed before the board, and the following resolution was proposed by Mr. S. Venkiah and seconded by Mr. A. Gopalakrishnayya Chowdari: "While regretting for the mismanagement of the board for the last four years, the amount is written off." Mr. A. Punnayya moved the following amended resolution: "The amount be written off the accounts." Mr. M. Ramaswami proposed that the subject be adjourned for further investigation. This was seconded by Mr. S. Narasimham. "The amendment was carried, 16 voting for and 11 against." The gift by the Secretary, Grama Sangham, Vallur, of a plot of land worth Rs. 7,000 together with three buildings leaving one building and sufficient land for the taluk board elementary school, was accepted with thanks. On Government memorandum, dated 13th February, 1933, stating, that the sum of Rs. 5,000 sanctioned in board's resolution, dated 31st January, 1933, was too small and requesting the board to sanction Rs. 10,000, the board sanctioned a sum of Rs. 8,000. A sum of Rs. 125 per mensem was sanctioned as fixed travelling allowance for the assistant engineers in the district, the minimum number of tour days being 22 per month of which not more than 6 might be return journeys. The other subjects dealt with were of a routine nature.

Nellore

A meeting of the Nellore District Board was held on 26th March, 1933, with Sree Rajah Velugoti Sarvagna Kumara Krishna Yachendra Bahadur Varu, M.L.C., President, in the chair. On a letter from the Director of Public Health, Madras, applying for a contribution for the Kistna Pushkaram Festival, the board stated that it had "no funds." The following amended by-law was passed: "The number of persons carried by a motor vehicle shall be fixed according to the certificate granted by the

Inspector of Motor Vehicles." The recommendation of the Road Board that, wherever possible, cart traffic might be restricted to the non-metalled portion of the road so that wear and tear of the metalled portion due to such traffic might be minimised, was placed before the board and the following resolution was passed: "District board engineer will decide the roads, which will be treated as he suggests." G.O., dated 16th January, 1933, regarding the occupation of inspection bungalows in charge of P. W. D. by the district board engineer and the local fund assistant engineers, was then taken up and the following resolution was passed: "Address the Government to throw open the bungalows to the public or at least to the district board members without the Collector's previous permission." The revised estimate of the district board for the year 1932-33 was sanctioned and a committee consisting of the following members was appointed to scrutinise the draft budget estimate for 1933-34: The President, the Vice-President, Messrs S. Malakonda Reddi, D. M. K. Reddi, P. Venkatasubba Reddi, Rao Saheb M. A. Abboyi Naidu and Khan Bahadur Yahyali Sahib. Mr. S. Malakonda Reddi was unanimously elected as member of the District Secondary Education Board. A Public Health Committee, an Education Committee and a Public Works Committee were then constituted. On a letter from the president, district board, Malabar, calling for the views of the board regarding the repeal of the Motor Vehicles Taxation Act or the revival of tolls on non-motor vehicles, animals, etc., the board stated by a majority that "it was against the proposal." The other subjects dealt with were of a routine nature.

Ramnad

A meeting of the Ramnad District Board was held on 21st January, 1933, with Mr. R. Shanmuga Rajeswara

Sethupathi, President, in the chair. A committee consisting of the following members was appointed to scrutinise the budget estimate of the board for the year 1933-34: Messrs T. C. Srinivasa Ayyangar, V. V. Ramaswami Nadar, R. V. Ramasundaram Pillai, T. Muthuthirumenia Pillai, V. A. T. N. Natesan Chettiar, A. V. P. L. Chidambaram Chettiar, M. Ponnuswami Pillai, S. M. Narayana Iyengar, Syed Mohammad Sahib, P. S. P. Piranmalai Rowther, P. S. Kumaraswami Raja, Zamindar of Palayampatti and Dr. Jones. The other subjects dealt with were of a routine nature.

A special meeting was also held on the same day for the election of a vice-president to the board. There were two candidates—Messrs Subba Naicker and S. M. Narayana Iyengar—duly proposed and seconded. Ballot was taken and it was found that Mr. Subba Naicker had secured 23 votes and Mr. Narayana Iyengar 22 votes. Mr. Subba Naicker was, therefore, declared elected vice-president.

Another meeting of the board was held on 25th February, 1933. The president's proposal that the Hon'ble the Chief Minister to the Government of Madras be requested to open the Board High School building at Rajapalayam was approved. The draft address prepared in this connection was approved and a sum of Rs. 50 was sanctioned towards the expenses. The other subjects dealt with were of a routine nature.

South Kanara

A meeting of the South Kanara District Board was held on 28th February, 1933, with Mr. B. Srinivasa Baliga, Vice-President, in the chair. Letter, dated 26th November, 1932, from the Secretary, Library Association, Madras, requesting that Resolution No. 53, dated 23rd

July, 1932, of the board voting against the Public Libraries Bill might be reconsidered by the board, was taken up and the following resolution was passed: "The board supports the measure in all respects except as regards the provision for taxation which should be dropped unless the existing burden is eased." On a letter from the District Magistrate enquiring whether the board was willing to offer rewards to the public furnishing information which would lead to a conviction of the owners of motor lorries and taxis evading the law, the board stated that it was willing to pay "a reward of 50 per cent of the fine collected up to the maximum of Rs. 10." Letter, dated 15th February, 1933, from the Joint Secretary, District Harijan Seva Sangha, requesting the board to adopt a resolution supporting the Untouchability Abolition Bill and the Temple Entry Disabilities Removal Bill of Mr. Ranga Aiyar, was placed before the board and the following resolution was passed: "This district board accords its whole-hearted support to the two Bills by a majority. Copy to be sent to the mover of the Bills." Letter, dated 12th February, 1933, from the president, district board, Malabar, enquiring whether the board was in favour of either the repeal of the Madras Motor Vehicles Taxation Act or the levy of tolls on non-motor vehicles and animals, was considered and the board stated that "tolls might be reintroduced for non-motor vehicles and animals, etc." The other subjects dealt with were of a routine nature.

Another meeting was held on 30th March, 1933, with Mr. A.B. Shetty, M.L.C., President, in the chair. It was resolved that a high school with classes up to the fourth form be opened at Mulki with effect from the next school year and that the cost thereof be met as far as possible out of the savings from other schools. In this connection the

board recorded its opinion that the Mudabidri school should not be closed for the sake of opening a high school at Mulki. A sum of Rs. 25 was sanctioned as contribution to the Fourth All-Karnatak Hindi Prachar Conference. On a letter from the chairman, municipal council, Mangalore, requesting the district board to pass a resolution moving the railway administration to make early arrangements to run one intermediate class bogie from Madras to Mangalore, the following resolution was passed: "The resolution of the municipal council is strongly endorsed. The railway authorities will be addressed." The following resolution was then passed: "That an overseer with one lascar be deputed for a period of two months to investigate the possibility of diverting a portion of the water from the Kumardhari River via Puttur to Uppala or some other river." The other subjects dealt with were of a routine nature.

Trichinopoly

A meeting of the Trichinopoly District Board was held on 21st January, 1933, with Rao Bahadur T.M. Narayanaswami Pillai, M.A., B.L., M.L.C., President, in the chair. A Works Committee, an Education Committee, a Finance Committee, and a Public Health Committee were constituted and members elected thereto. A sum of Rs. 1,250 was sanctioned, subject to the approval of Government, as contribution to the District Health Association, Trichinopoly. On a letter from the president, taluk board, Kulitalai, requesting the board that the Government be moved to reduce the assessment on lands at least by 25 per cent in view of the present economic depression in the country and the decrease in the yielding capacity of lands and in the price of foodstuffs, the following resolution was passed; "The board recommends

that land revenue be remitted by 25 per cent in the whole of the district." A sum of Rs. 250 was sanctioned as contribution for the exhibition and refresher course to be held during the Provincial Educational Conference at Trichinopoly.

Another meeting was held on 18th February, 1933. Dr. A. Mathuram, Srimathi Rani K.S.V. Lakshmi Ammani Ammal, Zemindarini of Marungapuri, and Messrs S. Annadurai Ayyar and S. Sundaresa Ayyar who had ceased to be members of the board due to their consecutive absence from the meetings of the board for three months were reinstated. A number of interpellations put in by Mr. M.V. Doraiswamy Udayar were answered. Rao Bahadur T. M. Narayanaswami Pillai was elected as representative of the board on the Secondary Education Board. The following resolution was then passed: "The board expresses its appreciation and support of the resolutions and propositions adopted at the All-India Rural Representatives' Conference held at Delhi in March 1932, as the basis of a constructive and comprehensive all-India rural policy and programme. The president is authorised to communicate a copy of this resolution to the General Secretary of the Conference and to the Local Government and the district officers."

A special meeting of the board was held on 17th March, 1933, to consider the retrenchment proposals recommended by the Finance Committee. The following are some of the important recommendations of the Finance Committee: "The deficit of Rs. 1,39,410 in 1933-34 may be made good by (1) effecting retrenchment in the pay of all the district board staff by giving a uniform cut of 10 per cent with effect from 1st April, 1933; (2) by appropriating Rs. 30,000 from

the Village Development Fund; (3) by taking an advance of Rs. 25,000 from the railway cess interest; and (4) by requesting Government to grant a sum of Rs. 67,000 or to assign a portion of the excise revenue or to otherwise help the board. The allowances of all the assistant engineers be abolished, and, that, instead of the allowances, the scales of pay of the assistant engineers be revised and fixed as follows: (a) First class, Rs. 250—10—380 and that the pay of Mr. K. Lakshminarayana Ayyar be fixed at Rs. 380 so long as he is in the service; (b) second class, Rs. 200—10—290 and that the pay of Mr. S. Ramiah Sastrigal be fixed at Rs. 290; third class, Rs. 150—10—180 and that the pay of Mr. Rangaraja Iyengar be fixed at Rs. 180; and that the assistant engineers will not be entitled to any other allowance except conveyance allowance." The proposals of the Finance Committee were approved, Mr. A. Rengaratnam Pillai dissenting with regard to the portion relating to the pay of the first grade assistant engineer.

An ordinary meeting was held on the same day. The board placed on record its deep sense of sorrow at the demise of Mr. Angamuthu Ambalagarar and requested the president to communicate the resolution to the members of the bereaved family. The draft revised estimate of the board for 1932-33 and the budget estimate for 1933-34 were taken up. Mr. N. S. Annadurai Ayyar moved the following resolutions in this connection: "This board resolves to take a loan of the amount required for clearing off the loan due to the Government in respect of the district board office building from out of the railway cess funds and repay the entire loan due to the Government in the current year thereby effecting a savings in the shape of interest, and to expunge the provision made in the revised estimate and the budget estimate for the interest on and repayment of

debt in respect of the office building." "This board resolves to pay off the instalment of principal and interest due to the Government in respect of the Amaravathi, Mamundiyar and Marudayar bridges out of the railway cess funds in the current year as advised by the Government in their review on the Special Officer's report and the Village Development Fund be left undisturbed without any loans being taken for meeting the deficits." The resolutions were seconded by Mr. V.S. Sundaresa Ayyar. After considering the above resolutions, the board finally resolved as follows: "The proposals of Mr. N.S. Annadurai Ayyar will be re-examined by the Finance Committee, and, after consulting the neighbouring district boards and consulting the Government, the proposals will again be placed before the board with reference to the future. Meanwhile the present budget proposals and the revised estimate as passed by the Finance Committee are approved. Revised estimate and budget estimate passed." The other subjects dealt with were of a routine nature.

TALUK BOARDS

Adoni

A meeting of the Adoni Taluk Board was held on 18th January, 1933, with Rao Sahib B. Thammi Reddy, President, in the chair. The revised estimate for 1932-33 and the budget estimate for 1933-34 were taken up for consideration and approved. The following resolution was passed in this connection: "The board requests the Government and the district board to take over the management of the Local Fund hospital at Yemmiganur and the dispensary at Kosgi with a view to wipe off the deficit and to close the budget estimate for 1933-34 with a small working balance." The other subjects dealt with were of a routine nature.

Anantapur

A meeting of the Anantapur Taluk Board was held on 16th January, 1933, with Mr. P. Bayappa Reddy, President, in the chair. The general fund and elementary education fund budgets for 1933-34 were approved. On a letter from the president, district board, calling for the views of the board on the question of supervision of the panchayat boards by the taluk board members, presidents, or vice-presidents as some of the district board members expressed the view that it was "unnecessary to appoint a whole-time servant for the purpose," the board resolved as follows: "Resolved that the board is of opinion that it can undertake the organisation and supervision of panchayats in the taluk." The president's note requesting that the cut of 25 per cent in the travelling allowances of members, vice-president and president be removed "in view of the reduction of rates of mileage and daily allowances made by Government," was approved with effect from 1st January, 1933. By another resolution the board resolved that the

post of a clerk be abolished after three months' notice as the expenditure on the office staff exceeded the limit of ten per cent of the "gross receipts" prescribed in G. O. No. 1778, L. & M., dated 16th May, 1932. The other subjects dealt with were of a routine nature.

Badvel

A meeting of the Badvel Taluk Board was held on 20th January, 1933, with Mr. M. Gurivi Reddi, President, in the chair. A committee consisting of five members excluding the president was appointed to hear appeals of profession tax, and each member was appointed to represent a firka. The revised estimate for 1932-33 and the budget estimate for 1933-34 under general and elementary education funds were sanctioned and approved. G. O. No. 4097-Ms., L. & M., dated 14th October, 1932, refusing to accept the proposal of the board to write off the profession tax due from two taluk board members, amounting to Rs. 122-8-0 was then taken up and the following resolution was passed: "The board resolves to take action to recover the amount from the ex-president, Mr. S. Sesha Reddi, the person responsible for the same." Mr. Palakolanu Abbi Reddi was unanimously elected as member of the Excise Advisory Committee. The other subjects dealt with were of a routine nature.

Bandar

A meeting of the Bandar Taluk Board was held on 26th January, 1933, with Mr. K. V. Ramanaiya Naidu, President, in the chair. The revised estimate for 1932-33 and the budget estimate for 1933-34 were sanctioned. Mr. Ankem. Ramaswami was unanimously elected as representative of the board on the Excise Advisory Committee. The board then resolved that a school be

opened at Endapalli. A number of alienation proposals were then sanctioned.

Another meeting of the board was held on 25th March, 1933. A sum of Rs. 100 was sanctioned as contribution to the All-India Women's Conference at Masulipatam. The board sanctioned the opening of a Muhammadan girls' school at Chinapandraka. The other subjects dealt with were of a routine nature.

Berhampore

A special meeting of the newly constituted Berhampore Taluk Board was held on 3rd January, 1933, with Mr. H. Bhole Mahasayo, Election Officer, in the chair for the election of a president to the board. After all the members had taken the oath of allegiance to the Crown, Mr. Ramachandra Deo proposed, and Mr. Sarat Chandra Deo seconded, that Mr. P. V. Narayanarao Patrulu be elected president. There being no other proposals, Mr. P. V. Narayanarao Patrulu was declared unanimously elected president.

An ordinary meeting was held on 17th March, 1933. On a letter from the president, district board, calling for the views of the board regarding the formation of a district cadre of local board services including teachers of elementary schools and vaccinators, the board stated that "it was in favour of adopting a uniform scale of pay in all the services." The revised estimate for 1932-33 and the budget estimate for 1933-34 as recommended by the subcommittee appointed by the president in anticipation of the board's approval was sanctioned with an additional provision for stipend at Rs. 15 per mensem for a student to read the Unani medicine. The provision of a

temporary clerk in the office was made permanent on the scale of pay prevailing in the board for clerks. The other subjects dealt with were of a routine nature.

Chittoor

A meeting of the Chittoor Taluk Board was held on 20th February, 1933, with Mr. M. Chenga Reddy, President, in the chair. The following resolution was unanimously adopted: "The board resolves to levy in the area under its jurisdiction an educational tax under section 34 (ii) of the Madras Elementary Education Act, 1920, at one-sixth of the land cess leviable therein under the Madras Local Boards Act 1920 as amended."

Another meeting was held on 25th March, 1933. The draft budget for 1933-34 and the revised estimate for 1932-33 were approved with the modification that three second class vaccinators be entertained instead of the present staff. G.O. No. 1778, L. & M., dated 16th May, 1932, fixing ten per cent of the normal receipts of the year to be the maximum expenditure to be incurred on the ministerial establishment in the taluk board's offices, together with the proposition statement prepared by the president were laid on the table and the following resolution was adopted: "Approved with the modification that the existing record assistant's place be abolished and converted as 3rd clerk on Rs. 25-1-35 and to draw Rs. 26 from 1st April, 1933, and also a peon on Rs. 10 per month with effect from 1st April, 1933." Mr. P. Ramachendra Reddy was unanimously elected to represent the board on the District Educational Council. The other subjects dealt with were of a routine nature.

Hindupur.

A meeting of the Hindupur Taluk Board was held on 5th January, 1933, with Mr. Gounivaripalli Rami Reddy,

President, in the chair. Mr. D. Kadirappa was unanimously elected as representative of the board in the Excise Advisory Committee. On a letter from the president, district board, calling for the views of the board in the matter of appointing panchayat supervisors, the following resolution was passed: "The board is of opinion that one panchayat officer for the whole district having about 160 village panchayats is not enough. It suggests that the district board may be pleased to appoint a panchayat inspector for each taluk on a scale of Rs. 40-1-50 with a fixed travelling allowance of Rs. 20 per month." A committee consisting of the president, the deputy inspector of schools, and three members of the board was constituted to draft a scheme for the consolidation and concentration of elementary schools in Lepakshi centre, as well as to consider suitable schemes for other centres in the taluk in view of G.O. No. 740, dated 23rd April, 1930, on the subject.

Another meeting of the board was held on 4th February, 1933. The budget estimate for the year 1933-34 and the revised estimate for 1932-33 together with the recommendations of the finance sub-committee thereon were taken up for consideration. The sub-committee recommended the abolition of the posts of conductresses in all girls' schools, the amalgamation of the Adi-Andhra school at Choulur with the Hindu boys' school, the closure of the school at Digavagangampalli, and the removal of one teacher in each of the schools at Choulur, Lepakshi and Chilamathur. The anticipated savings on account of this retrenchment was estimated to be Rs. 1,579-8-0. The sub-committee further recommended "that the Government be addressed to subsidise to make up the remaining deficit, *viz.*, Rs. 3,440-8-0 as the sub-committee was of

opinion that there was no room to make further retrenchment or reduce the salaries in view of the recent drastic cuts made by the combined board in its resolution No. 1, dated 28th May, 1932." The board approved of the recommendations of the sub-committee with the exception of the amalgamation of the Choulur Adi-Andhra school with the Hindu boys's school. As regards the balance of deficit, it was resolved that the Government be addressed to subsidise the non-subsidised schools and the non-subsidised additional hands. A committee consisting of the president, Mr. Khaji Syed Yusuf Sahib Bahadur, and Mr. L. Venkatanaranappa was appointed to wait in deputation on the Hon'ble the Minister for Education and other authorities to express the need for the Government grant. The board then resolved that education tax at the rate of 25 per cent on the land cess and profession tax collected be levied within the area.

Kaikalur

A special meeting of the Kaikalur Taluk Board was held on 25th January, 1933, with Mr. G. Suryanarayana Naidu, President, in the chair to consider G. O. No. 3693, L., dated 15th September, 1932, dividing the area into electoral circles and allocating the reserved seats to particular circles. Certain representations received from the Christians and the Adi-Andhras for the transfer of the reserved seats were also laid on the table. After discussing the above, the following resolution was adopted: "Unanimously resolved to request the Government to transfer (i) the Adi-Andhra reserved seat from Vadali circle to Tummidi circle as the Panchama population in Tummidi taluk board circle is large when compared with Vadali taluk board circle and as Tummidi taluk board circle deserves a reserved seat even according to the statistics of circles formed by Government; (ii) and to transfer the

Christian reserved seat from Polukonda circle to Ayyavarirudravaram circle as the Christian population in Ayyavarirudravaram circle is larger than in Polukonda circle according to the villages as per existing local fund Kaikalur taluk, and as the villages transferred from Gudivada taluk to Kaikalur taluk will have to be taken into account *only* from the date of the ensuing elections for local fund purposes."

An ordinary meeting was held on 7th February, 1933. A sum of Rs. 500 was sanctioned for making sanitary arrangements during the Mahasivaratri festival at Bhogeswaram. The board sanctioned the opening of a school at Allur and Bolinenipadu Agraharam with one teacher in each on Rs. 15 per mensem. The other subjects dealt with were of a routine nature.

The last meeting of the board during the quarter was held on 28th March, 1933, and the business transacted was of a routine nature.

Karur

A meeting of the Karur Taluk Board was held on 4th January, 1933, with Mr. S. Kaliana Gounder, President, in the chair. Mr. S. Kaliana Gounder was unanimously elected as member of the Excise Advisory Committee. The revised estimate for the year 1932-33 and the budget estimate for the year 1933-34 were adopted.

Another meeting of the board was held on 2nd March, 1933. It was resolved that a branch school be opened at Kombupalayam with one of the teachers of Thirukkattuthurai. On the note of the president stating that there were none to bid at the sale of the right of collection fees in the cart stand at Thanthoni in spite of fixing dates for sale several times, the board resolved "that the cart stand be closed, the land rélinquished and the tree value paid be claimed."

The last meeting during the quarter was held on 30th March, 1933. On a mahazar from the villagers of Kodanthur praying for the opening of a school in the village, the board resolved that a school be opened in Nallikavandanvalasu village, a hamlet of Kodanthur, by transferring the provision of Vallappampati school which was deteriorating day by day. The other subjects dealt with were of a routine nature.

Kasaragod

A meeting of the Kasaragod Taluk Board was held on 9th February, 1933, with Khan Bahadur Mahmud Schamnad Saheb Bahadur, M. L. C., President, in the chair. A number of interpellations put in by Mr. B. Anantha Kini and Dr. C. Manjunatha Pai were answered. Dr. C. Manjunatha Pai moved the following resolution: "That all the appointments under this taluk be filled up by persons belonging to this taluk, and, only when no candidates with the necessary qualifications are available, they be recruited from outside preferably from this district." But the resolution was withdrawn with the leave of the board as the president agreed "with the spirit of the resolution." Another resolution moved by Dr. C. Manjunatha Pai was as follows: "That all those employed under this board from outside this taluk and not confirmed yet be not confirmed and they be replaced by persons of our own taluk with a view to give relief to the unemployed of this taluk." It was resolved that the matter be referred to a committee to be appointed for considering questions relating to education. The following resolutions were then carried unanimously: "That the board resolves that in view of the fact that the price of paddy and cocoanut, etc., has fallen more than 50 per

cent, and, in view also of the fact that there is no likelihood of any improvement in the present economic condition, the board recommends to the Government that the land tax be reduced by no less than 50 per cent." "That the board further resolves that the surplus with the Government of Rs. 60 lakhs this year be utilized at once towards relieving the condition of the taxpayers of this presidency." "That the board also resolves that the state of affairs brought about among the land owning classes by the present financial stringency is assuming serious proportions, and, that, unless timely help is rendered to them by the Government by way of a substantial reduction in the tax, it will inevitably lead them to their ruin and their effacement from existence of which the consequences may prove to be nothing short of dreadful." A standing committee consisting of Messrs K. Narasinga Nayak, Ch. Kunhi Kalanda Boary Saheb Bahadur and K. Chikkappa Rai with the president as chairman was appointed. Another committee was also constituted to consider the question of levying school fees in elementary schools and also to fix the rent of school buildings, scales of pay of teachers, and other matters connected with education.

Another meeting of the board was held on 27th March, 1933. The proceedings of the finance committee recommending an emergency cut of 5 per cent in the pay of the office establishment drawing more than Rs. 30 per mensem was approved. The board sanctioned the abolition of certain schools on the recommendation of the education committee. On a letter from the Secretary, District Harijan Seva Sangha, Mangalore, requesting that a resolution be adopted by the board supporting the Bills of Mr. Ranga Aiyar, the board stated that "it had no

objection." Mr. B. Venkappa Punja then moved the following resolution : "This board resolves that, from the funds subscribed by the villagers of Paivalike and deposited with the board by Mr. Subbayya Bhandary on behalf of the public of Paivalike, an ayurvedic dispensary may be run under the management of the board as long as they continue to subscribe the required amount or until the Government sanctions the establishment of an ayurvedic dispensary at the place." The board resolved unanimously "to run the dispensary subject to the above conditions." The last resolution was moved by Mr. P. Shankaran, and it was as follows : "The board resolves to request the Agent, South Indian Railway Co., Ltd., to open a railway station—at least a flag station—at Kunnithur in Maniyat between Charvathur and Tricarpur on account of the importance of passengers and goods traffic." The board resolved that the Agent, S. I. Ry., be addressed.

The board met again on 28th March, 1933. Khan Bahadur Mahmud Schamnad Saheb Bahadur was elected as a member of the District Educational Council. The revised estimate for 1932-33 and the budget estimate for 1933-34 were approved. The board resolved that Government be addressed to transfer one of the subsidised schools to Nullipady. The board then sanctioned the lease of a plot in Talangara village for a period of 30 years to the Saraswathi Sangham, Madras, for starting a free dispensary and a girl's school.

Lalgudi

A meeting of the Lalgudi Taluk Board was held on 17th February, 1933, with Mr. P. B. Krishnaswamy Reddiyar, President, in the chair. On a communication from the president, district board, Trichinopoly, calling

for the views of the board regarding the formation of a district cadre of local board services including teachers of elementary schools and vaccinators, the board stated that it was not willing to form a district cadre. Papers relating to the drawing of water for irrigation purposes from the pond in Kanakiliyanur village which was used for drinking purposes, were placed before the board and the following resolution was passed. "Notice under section 126 of the Act will be issued allowing 15 day's time. If not acted in accordance with the notice, the defaulters will be prosecuted criminally." The board offered its thanks to Mr. L. N. Gurunamasivayam Pillai for the benevolent offer of Rs. 2,000 made by him towards the construction of a labour ward in the local fund hospital, Lalgudi. The other subjects dealt with were of a routine nature.

Madanapalle

A meeting of the Madanapalle Taluk Board was held on 21st January, 1933, with Mr. T. N. Ramakrishna Reddy, B.A. B. L., M.L.A., President, in the chair. The list of holidays forwarded by the deputy inspector of schools and the sub-assistant inspectress of girl's schools to be given for board schools during the year 1933 were placed before the board and the following resolution was passed: "Resolved to approve the lists of holidays sent by the deputy inspector of schools subject to the following modifications: (i) For Muhammadan schools Christmas holidays commence from 31st December to 3rd January both days inclusive; (ii) for all the schools excepting higher elementary schools summer holidays commence from 1st May to 20th May both days inclusive; (iii) for higher elementary schools summer holidays will commence from 1st May to 31st May both days inclusive."

Another meeting of the board was held on 24th March, 1933. The board resolved that education tax be levied at 25 per cent on land cess as hitherto. The district board engineer was delegated with the powers of "accepting tenders up to Rs. 500, and for dispensing with tenders up to Rs. 250, and to execute agreements relating to works the tenders of which could be accepted by the presidents." The other subjects dealt with were of a routine nature.

Mangalore

A meeting of the Mangalore Taluk Board was held on 7th January, 1933, with A.C. Gonsalves, B.A.,B.L., President, in the chair. A number of interpellations put in by Mr. B. Rama Bahat were answered. The following resolution was adopted regarding the levy of school fees: "School fees will be levied at standard rates from pupils of the 1st and 2nd standards as also from backward class pupils from all standards from 1st February, 1933, except from Adi-Dravidas, Moplas and girls. Poor pupils belonging to all classes will be allowed concessions either free or half-free according to circumstances to the extent not exceeding 20 per cent on the certificate of a taluk board member regarding poverty." The draft budget estimate for 1933-34 was approved.

Another meeting of the board was held on 6th March, 1933. The board passed a resolution stating that "it was in favour of purchasing swadeshi articles." On a letter from the Secretary, District Harijan Seva Sanga, the following resolution was adopted: "The use of the school buildings for the purpose of holding public meetings in connection with the anti-untouchability work is permitted only on holidays or after school hours provided the furniture of the school is not in any way damaged." Another

resolution supporting Mr. Ranga Aiyar's Temple Entry Disability Removal Bill and Untouchability Abolition Bill was passed. The following resolution moved by Mrs. Lucy Sreshta was carried unanimously: "This board resolves that the district magistrate and the president, district board, be moved to grant licenses to the several bus owners applying for the same as the present combination of the three limited concerns of bus owners has caused much hardship to the travelling public." The other subjects dealt with were of a routine nature.

Nanguneri

A meeting of the Nanguneri Taluk Board was held on 31st January, 1933, with Mr. Guruviah Reddiar, President, in the chair. On a letter from the president, district board, Tinnevelly, calling for the views of the board regarding the formation of a district cadre of local board services including teachers and vaccinators, the board stated that it was not in favour of the proposal. A contribution of Rs. 50 was sanctioned to the Deaf and Dumb School at Nanguneri. The revised estimate for 1932-33 and the budget estimate for 1933-34 were then taken up for consideration and the following resolution was passed: "The revised budget for 1932-33 and budget for 1933-34 as prepared and put up by the office, and the recommendations made thereon by the sub-committee at its meeting held on 28th January, 1933, are approved. In respect of the appointment of an attender permanently for the taluk board office, as recommended in item No. 1 of the proceedings of the sub-committee, this resolution supercedes the previous resolution No. 41, dated 24th December, 1932, sanctioning a record attender for the office temporarily for three months." The following are some of the recommendations of the sub-committee: "That the

president be allowed to draw his T. A. up to Rs. 650 per year instead of Rs. 400 fixed as per the rules on the subject with the sanction of the concerned authorities." "That the vice-president be allowed to draw T. A. for his journeys from his place of residence to the taluk board headquarters for attending to office work, and, consequently, he may be allowed to draw up to Rs. 300 per year instead of Rs. 200 fixed as per the rules on the subject with the sanction of the concerned authorities." On a letter from the president, district board, Tinnevelly, calling for the views of the board regarding the levy of pilgrim tax on persons travelling otherwise than by railway, the board stated that it was "not in favour" of the proposal.

Another meeting of the board was held on 18th March, 1933. A sub-committee consisting of Messrs V. Guruviah Reddiar, D. S. Asirvatha Nadar, P. S. Krishnasami Iyer, L. V. N. Marthandam Pillai, P. Nambia Pillai, Arumugam Pillai, Sateago Fernandez, and T. P. Sundaramoorthia Pillai was appointed to look into the chatram matters in detail and frame proposals for the efficient working and management of all the endowed chatrams under the control of the taluk board. The board resolved that an education cess of one pie in the rupee on land revenue collection and an education tax of one anna in the rupee on house tax collections be levied in panchayat areas. The other subjects dealt with were of a routine nature.

Namakkal

A meeting of the Namakkal Taluk Board was held on 23rd January, 1933, with Mr. P. Singaya Goundar, President, in the chair. Messrs Sithampoondi Sengoda Gounder and V. Rangaswami Gounder were unanimously elected as representatives on the Excise Advisory Committee. A committee consisting of the President, the

Vice-President, Messrs R. A. Chinnaswami Reddiar, Subbiah Pillai, N. P. Ponnuswami Reddiar, Sengoda Mudaliar, and Subbaraya Gounder was constituted to scrutinise the budget estimates of the board. The other subjects dealt with were of a routine nature.

Another meeting of the board was held on 22nd March, 1933, with Mr. V. K. Peer Batcha Sahib, Vice-President, in the chair. The board resolved that education tax be levied in the area of the board at the rates sanctioned in G. O. No. Mis. 1623, Edn., dated 2nd August, 1929. The revised estimate for 1932-33 and the budget estimate for 1933-34 together with the recommendations of the sub-committee thereon were taken up for consideration. The following resolution was passed: "As per Government order received, a sum of Rs. 1,020 is reduced from the receipts shown against Government grants under the proviso to section 37 of the Act in the revised budget estimate for 1932-33. Provision is made in the budget estimate for 1933-34 for the grant of contribution to the three maternity and child welfare centres at Rs. 100 each. As instructed by the Surgeon General with the Government of Madras a sum of Rs. 200 has been allotted in the next year's budget for equipping the new wards under construction in the Rasipuram L. F. dispensary compound. If additional funds are found necessary, steps will be taken to provide them in the revised budget for the next year. The recommendations made by the budget sub-committee in respect of other heads are accepted and the budgets are passed." On the resolution of the Provincial Conference of the local board employees regarding the formation of a district cadre of local board services including teachers of elementary schools and vaccinators, the board resolved to

intimate "that there is no necessity to make any changes in this respect." On a letter from the president, district board, Trichinopoly, forwarding an estimate for Rs. 1,000 for cutting a summer pathway between Pugalur and Velur for the approval of the taluk board and for agreeing to meet the cost of the work from the income of the Pugalur-Velur ferry farm for 1932-33, the following resolution was adopted : "This board is not prepared to give any opinion concerning this estimate until the results of the recommendations of the joint committee which is to be constituted are known." As certain panchayat boards in the taluk had not paid the amounts due to the taluk board in spite of one month's notice, it was resolved that necessary steps be taken under section 42 of the Act to recover the amounts.

Nuzvid

A meeting of the Nuzvid Taluk Board was held on 24th January, 1933, with Mr. G. Channayya Chowdary, Vice-President, in the chair. The revised budget for 1932-33 and the budget estimate for 1933-34 were sanctioned with the modification that Rs. 500 should be provided for for payment of contribution to the panchayat board, Telaprole, by reducing the same from the amount provided for Atkur school building. A sum of Rs. 100 was sanctioned as contribution for the maintenance of a child welfare centre at Nuzvid. The other subjects dealt with were of a routine nature.

Another meeting of the board was held on 28th March, 1933, with Mr. K. Sitharamarow, President, in the chair. Letter, dated 15th March, 1933, from the president, district board, Kistna, retransmitting the revised budget for 1932-33 and the budget estimate for 1933-34 for deducting the items of credits and debits relating to the village development fund taken into account since

there was a separate budget and a committee to manage the village development fund, together with the letter, dated 17th February, 1933, requesting the board that the provision under cholera, fairs and festivals, and water supply be raised to Rs. 150, Rs. 1,700 and Rs. 200 respectively, were placed before the board and the following resolution was adopted: "Delete the items. The question of providing additional allotments will be considered at the time of passing the budgets after the reconstitution of the taluk board." The other subjects dealt with were of a routine nature.

Palghat

A meeting of the Palghat Taluk Board was held on 30th January, 1933, with Mr. V. G. Sukumaran, President, in the chair. A number of interpellations put in by Mr. E. Krishnan regarding the admission of Adi-Dravida pupils in board schools were answered by the president. The following resolutions were passed unanimously: "This board resolves to request the Government that, in view of the heavy fall in the price of agricultural produce in Malabar and the extreme poverty felt in the country, especially among the ryots, the enhanced revenue may be totally abolished." "This board resolves to purchase Indian goods wherever possible." "This board resolves to allow its employees to utilise their provident fund for payment of life insurance premia." Letter, dated 1st December, 1932, from the Collector, requesting that a member for the Excise Advisory Committee be elected was then taken up. Mr. Ramanunni Nayar proposed that the subject be adjourned as many of the members had left the meeting. A poll was taken and it was found that six members voted for the adjournment and an equal number for taking up the subject. The president gave his

casting vote in favour of proceeding with the subject. Proposed by Mr. T. K. Raman and seconded by Mr. C. Gopalan Nair, Mr. V. N. Velu was unanimously elected as member of the Excise Advisory Committee.

Another meeting was held on 21st February, 1933. Before the subjects on the agenda were taken up, Mr. C. Madhava Menon handed over a resolution requesting the leave of the board for moving a motion of "want of confidence" in the president. A poll was demanded by Mr. M. K. Krishna Menon and it was found that 15 members voted for the motion and 4 against. Leave was granted, and it was resolved that the motion be taken up on 6th March, 1933, at 12 noon at the taluk board office. A number of interpellations put in by several members regarding the action of the president in the various branches of the administration of the board were answered.

Another meeting was held on 6th March, 1933, to consider the motion of Mr. C. Madhava Menon expressing want of confidence in the president. Mr. P. R. Ramanatha Iyer raised a point of order that the meeting convened for the day contravened Rule 9, Schedule II of the Local Boards Act. "The said rule says that no resolution of the board shall be modified or cancelled within three months of the passing of it except at a meeting specially convened n that behalf. The president was elected by a resolution of this board on 28th November, 1932. The election of the president is no doubt a resolution. The leave to move a no-confidence motion in the president was obtained by a resolution carried by a majority on 21st February, 1933, that is, within three months of the president's election." The president gave the following ruling: "I am of opinion that the passing of such a resolution amounts to a modification of the resolution electing the president.

Further, the meeting of 21st February, 1933, was not a specially convened meeting in this behalf as contemplated by Rule 9, Schedule II. For the above reasons, I accept the point of order raised by Mr. Ramanatha Iyer, and rule that this meeting is out of order. As this meeting has no other purpose to serve, I dissolve it."

The last meeting during the quarter was held on 29th March, 1933. Before the subjects on the agenda were begun, Mr. H. Charles William handed over a resolution requesting the leave of the board for moving a motion of want of confidence in the president. The motion was disallowed on the strength of G.O. Mis. No. 1021, L & M., dated 11th March, 1933, and "as it was reported in the *Hindu* dated 28th March, 1933, that H. E. the Governor-General had given his assent to the amendment Bill in respect of no-confidence motions." Mr. K. Kochumadhavan Nayar requested permission for moving the following resolution: "This board resolves that today's meeting be adjourned to show our respect to the deceased and sympathy to the bereaved members of Diwan Bahadur Kesava Pillai and also resolves to forego the travelling allowance of the members of today's meeting." The president gave the following ruling: "As the budget has to be passed before 31st March, 1933, and as there are many other important subjects to be passed at today's meeting, I am sorry I have to disallow this motion, and I accordingly do that." Mr. V. Damodaran Nayar requested permission for moving the following resolution: "As the president has disallowed the motion asking for the leave of the board expressing want of confidence in him, this board resolves that this meeting be adjourned." The president disallowed this resolution also. Certain interpellations put in by Mr. H. Charles William were then

answered. The draft budget of the board for 1933-34 was taken up. Mr. C. Madhava Menon moved that this item be adjourned for want of detailed and clear information. The president disallowed the motion as this item had already been adjourned for two meetings for want of time. Mr. M. Ramanunni Nayar requested the president to reconsider his ruling, considering the strong feeling of the members with regard to the disallowance of the motion. The president thereupon reconsidered his ruling and allowed the motion. Mr. E. Ittipangi Achan opposed the motion for adjournment. The motion was put to vote and carried by a majority. The consideration of the budget was consequently adjourned. The following resolutions were then passed: "This meeting resolves to request H. E. the Viceroy to levy a heavy duty on the imports of copra and cocoanut oil from Ceylon and other places into India and thus prevent their competition with the indigenous products of Malabar, on which her population depends for a living." "This meeting further resolves to request the Commerce Member to the Government of India to refer this question to the Tariff Board for its opinion at a very early date." The other subjects dealt with were of a routine nature.

Palladam

A special meeting of the Palladam Taluk Board was held on 9th January, 1933, with Mr. S. Subbarama Ayyar, Election Officer, in the chair for electing a president to the newly constituted board. After all the members had taken the oath of allegiance to the Crown, Mr. N. A. Arthanariappa Mudaliar proposed, and Mr. P. Maruthai Goundar seconded, that Mr. K. V. Ramasami Goundar be elected president. Mr. N. Rayappa Goundar proposed, and Mr. S. Chinnasami Goundar seconded, that Mr. S. P.

Palanisami Goundar be elected president. As there were two candidates, vote was taken, with the result that Mr. R. V. Ramasami Goundar secured 13 votes and Mr. S. P. Palanisami Goundar 8 votes. Mr. R. V. Ramasami Goundar was, therefore, declared elected as president of the board.

An ordinary meeting of the board was held on 27th February, 1933, with Mr. R. V. Ramasami Goundar, President, in the chair. The revised estimate for 1932-33 and the budget estimate for 1933-34 under general funds were taken up for consideration and the following resolution was passed : " Approved. The temporary cut in pay and allowances of all servants of the board will continue to be in force for 1933-34. Payment of increments of pay will be stopped for the next year also. On account of financial stringency and also on account of the fact that the two dispensaries at Sulur and Palladam have no wards attached to them, a full time thotty on Rs. 10 per mensem will not be sanctioned. As recommended last year, the board again requests the district board to classify the dispensaries at Sulur and Palladam as "district dispensaries." The revised estimate for 1932-33 and the budget estimate for 1933-34 relating to the elementary education funds was approved and the following resolution was passed in this connection : " As the financial position of this fund is not sound, as the pay of teachers has already been cut by 10 per cent, and as it is not possible to repay the advance by further reducing the expenditure, this taluk board earnestly requests the district board to treat the advance of Rs. 7,000 paid by it as contribution to this taluk board." Mr. R. Subbaraya Goundar was elected as member of the Excise Advisory Committee to represent the board. On the inspection report of the

deputy inspector of schools on the working of Vadugankalipoliem Hindu school stating that the school "did not contribute to the production of literates," the board resolved that the Vadugankalipoliem Hindu school be closed and another school be opened at Kalipalaiyam, hamlet of Samalapuram, with this provision. A sum of Rs. 50 was sanctioned as contribution to Sri Meenakshi Deaf and Dumb School Association, Madura.

A special meeting was also held on the same day for the election of a vice-president to the board. There were two candidates—Mr. P. Narayanasami Goundar and Srimathi C. Papammal—duly proposed and seconded. On being put to vote, Mr. P. Narayanasami Goundar secured 12 votes, while Srimathi C. Papammal secured only 9 votes. Mr. P. Narayanasami Goundar was, therefore, declared elected as vice-president of the board.

Pattukottai

A special meeting of the Pattukottai Taluk Board was held on 30th January, 1933, with Mr. A. Pl. N. V. Chinnu alias Nadimuthu Pillai, M.R.A.S., M.B.I.P.S., F.R.E.S., M.L.C., President, in the chair for the election of a vice-president to the board. Eighteen members including the president were present. After Mr. M. Marimuthu, member, had taken the oath of allegiance to the Crown, Mr. D. Abbanatha Pillai proposed that the election of the vice-president be postponed. This was seconded by Mr. S. M. K. N. Abdul Hassan Marakkair, and carried unanimously.

Pithapuram

A meeting of the Pithapuram Taluk Board was held on 16th January, 1933, with Mr. P. Rangabrahma Rao Naidu, President, in the chair. Mr. P. Rangabrahma Rao

Rao Naidu was unanimously elected as representative of the board on the Excise Advisory Committee. Government memorandum, dated 26th September, 1932, and 19th December, 1932, ordering the refund of Rs. 1,646 and Rs. 2,976, respectively, being the Government grant drawn for the renewals of taluk board roads, together with the letter of the president requesting that the Government be pleased to waive the recovery treating the amount as a special grant for the renewal of the roads, was placed before the board and the following resolution was adopted: " The president's letter is adopted with a request that the Government may be pleased to waive the recovery and treat the amount as a special grant in view of the fact that the amount was already spent and that the board's finances are too meagre to earn any future grants from Government." A sum of Rs. 100 was sanctioned as contribution for the prize distribution in the girls' schools for 1932-33.

Another meeting of the board was held on 15th March, 1933. The board unanimously placed on record its deep sense of sorrow at the untimely demise of Her Highness the Maharanee of Pithapuram and submissively offered its condolences to His Highness and other members of the bereaved family. " Her Highness," the board stated, " was the beacon-light of female population in enlightenment, generosity and character and her death cut too deep a groove in the hearts of ladies which could not be healed soon." The revised estimate for 1932-33 and the budget estimate for 1933-34 were sanctioned. The board resolved that education tax be levied at three pies in the rupee as before on the rental values in the taluk board area with effect from the date of the reconstitution of the board. The other subjects dealt with were of a routine nature.

Pollachi

A meeting of the Pollachi Taluk Board was held on 9th January, 1933, with Mr. V.K. Palaniswami Gounder, President, in the chair. Proposed by Mr. Gopalaswami Gounder and seconded by Mr. S. Senniyappa Gounder, Mr. Kumaraswami Gounder was unanimously elected as representative of the board on the Excise Advisory Committee. On a letter from the district health officer, Coimbatore, requesting that he might be delegated with powers to prosecute people who refused to get themselves re-vaccinated even during times of smallpox epidemic, the board stated that it "regretted to give the power to the health officer." On Government memorandum No. 28172-1-B-1, L. & M. forwarding rules for the levy of pilgrim tax on persons travelling otherwise than by railway, the following resolution was passed: "The board resolves that the proposed tax is a hardship on the poor people." The board resolved that a school be opened at Nagore by transferring the provision of Mappillaigoundenpudur board school as the latter did not work satisfactorily. On a letter from the president, district board, calling for the views of the board regarding the formation of a district cadre of local board service, the board stated that it was "for the proposal." The last resolution passed by the board was as follows: "The board resolves to request the Collector to collect the kist in four instalments: ¼ in October, ¼ in November, ¼ in March, and ¼ in April of every official year."

Another meeting of the board was held on 6th March, 1933. The budget estimate for 1933-34 and the revised estimate for 1932-33 were sanctioned. Letter, dated 7th November, 1932, from the Inspector of Local Boards and Municipal Councils, forwarding a copy of his award under

section 234 of the Madras Local Boards Act 1920, in respect of the dispute of the Pollachi municipality with the taluk board over the question of contribution payable to the taluk board on account of the Harding Market at Pollachi, together with the letter from the chairman, municipal council, Pollachi, requesting that six market stalls near the Harding market with the lease amount be handed over to him after deducting the last contribution of Rs. 7,000 due to the board for 1931-32, was placed before the board, and the board resolved that a leading vakil be consulted and an appeal sent to the Government. G. O. No. 475-A, dated 31st March, 1932, passing orders on the reduction to be made in the subsidies payable to local bodies for elementary education was then taken up and the following resolution was passed: "The existing scale of pay of teachers is cancelled and the following scale is adopted: Secondary grade trained teachers (men)—pay, Rs. 35-1½-50 and ten per cent cut in the present pay of teachers; untrained secondary grade, Rs. 18 per mensem; higher elementary grade trained teachers, Rs. 20-¾-32; untrained higher elementary grade, Rs. 16 per mensem; lower elementary grade trained teachers, Rs. 18-½-25; untrained elementary grade, Rs. 15 per mensem." The board resolved that education tax be levied at 4½ pies in the rupee of the land revenue. The board then resolved that Government be addressed for the extension of the provisions of the Public Resort Act II of 1888 within the taluk board area. The president's note suggesting proposals for retrenchment in the salaries of the establishment under the taluk board was approved. The other subjects dealt with were of a routine nature.

Ponnani

A meeting of the Ponnani Taluk Board was held on 31st January, 1933, with Mr. P. Krishna Menon, President,

in the chair. A number of interpellations put in by Mr. P. K. Kunhahammed Sahib were answered. A road committee consisting of Messrs R. Raghunatha Iyer, M. A. Moidunni Sahib, C. M. Mammukutty Sahib, A. C. Sankaranarayanan, M. E. Parameswara Menon, V. K. Raman Unni, Khan Sahib Attakoya Thangal Sahib, the vice-president, and president of the board was constituted. The following resolution was carried unanimously: " This board resolves to address the Government to accord sanction for the purchase of allopathic medicines and equipments, etc., required for use in the medical institutions under the board from reliable private medical stores after inviting tenders from them, as the Government medical stores charge exhorbitant rates for the same, and, in case the Government medical stores do not supply them to the board at the same rates as are allowed by them to Government medical institutions." Another resolution passed by the board was as follows: "This board resolves to request the Government of Madras to reduce the land tax by 50 per cent and to collect the land revenue by seven kists instead of four in view of the general economic depression and the famine condition prevailing among the people consequent on the considerable reduction in price of paddy and cocoanuts which are the chief products of the country parts." Mr. R. Raghunatha Iyer then moved the following resolution: " This board resolves that land tax be reduced by 50 per cent in view of the economic depression and the low price of paddy, cocoanuts, etc., and requests Government to utilise the surplus of Rs. 60 lakhs in granting substantial reduction and remission of land tax and thus alleviating the sufferings of landholders and ryots." Being seconded by Mr. N. Krishna Iyer, the resolution was carried unanimously. Mr. T. P. Kunhunni Nambiar was elected as representative of the board on the Excise Advisory Committee.

Another meeting of the board was held on 16th March, 1933. A number of interpellations were put in by several members of the board and answered. The following resolution was carried unanimously: "This board resolves that the Government of India be requested either to increase the import duty on copra imported from Ceylon or to prohibit the importation of copra from Ceylon to Malabar since the importation of Ceylon copra to Malabar has been the cause of the enormous decrease in the price of cocoanut which is the main source of income in Malabar." Mr. K. Krishnan Nair then moved the following resolution: "This board resolves that all the stationery and other articles required for use in this board's office be of Indian make as far as possible." Being seconded by Mr. Mammukutty Sahib, the resolution was carried. A retrenchment committee consisting of Messrs C. M. Mammukutty Sahib, P. K. Kunhahammed Sahib, M.A. Moidunni Sahib, A. C. Sankaranarayanan, T. P. Kunhunni Nambiar, R. Raghunatha Iyer, O. R. Thomas, and the president, was constituted. The other subjects dealt with were of a routine nature.

Puttur

A meeting of the Puttur Taluk Board was held on 9th January, 1933, with Rao Bahadur K. Venkatrama Naidu, President, in the chair. The proposition statement prepared by the president, fixing the scale of pay of the head clerk at Rs. 50-3-80 (annual), second clerk's pay at Rs. 35-1½-50-1-60 (annual), attender's pay at Rs. 20-1-25 (annual), two peons' pay at Rs. 12-½-15 (annual) each, and the sweeper's pay at Rs. 2 per mensem was approved. The revised estimate for the remaining portion of the year 1932-33 was approved. The other subjects dealt with were of a routine nature.

Another meeting of the board was held on 29th March, 1933. Mr. A. Kanniah Naidu was elected by a majority as member of the district educational council. The board resolved that two rural dispensaries be opened at Pathagunta and Royalcheruvu, respectively. A committee consisting of three members was appointed to recommend to the board urgent works costing Rs. 1,000. The board resolved that a cattle section be opened in the Nagari weekly market for three days in a month and that wide publicity be given for the opening of the same. Several subjects of a routine nature were also dealt with at the meeting.

Ramachandrapuram

A special meeting of the Ramachandrapuram Taluk Board was held on 16th February, 1933, with Mr. B. Venkataratnam, M.L.C., President, in the chair. Mr. G. Venkanna requested leave for moving a vote of no-confidence in the president. As more than one-third of the sanctioned strength of the members were in favour of the leave being granted, the president granted permission for moving the no-confidence motion on 2nd March, 1933, at 1 P.M. Mr. D. Venkatareddi then requested leave for moving a vote of no-confidence against the vice-president. As more than one-third of the sanctioned strength of the members were in favour of the motion, leave was granted for moving the motion on 2nd March, 1933, at 9 A.M. The revised estimate for 1932-33 and the budget estimate for 1933-34 under general funds were taken up. Mr. D. Venkatareddi proposed that the subject might lie over. This was seconded by Mr. Vanga Veeraraghavareddi. The motion was lost 10 voting for and 14 against. The budgets were approved. The draft revised estimate for 1932-33 and the budget estimate for 1933-34 under elementary

education funds were passed and a committee consisting of the following members was appointed to balance this budget : Messrs. N. Satyanarayana, T. Venkatareddi, Prakasarao, and N. Satyanarayana (convenor).

An ordinary meeting was also held on the same day. Mr. B. Venkataratnam was unanimously elected as member of the Excise Advisory Committee. A contribution of Rs. 500 was made for making sanitary arrangements during the Mahasivaratri festival. On G.O.No. Ms. 140, Law (Education), dated 2nd February, 1933, refusing to accept the proposal of the board to cut the salaries of labour school teachers just as in the case of board school teachers, and also refusing to sanction additional subsidy, but proposing to meet the expenditure by increasing the rate of education tax, the following resolution was passed : " Resolved to request the Government to bear the whole cost as the board is running with deficit and as it cannot bear the extra cost. If not, it is resolved to hand over the schools again to the Government."

A special meeting of the board was held on 2nd March, 1933, at 9 A.M. to consider the motion of no-confidence on the vice-president, Mr. N. Satyanarayana, moved by Mr. D. Venkatareddi. Mr. V. Veeraraghavareddi raised a point of order that the procedure adopted in the previous meeting was " against law as the motion of no-confidence against the president and the vice-president could not be moved in one and the same meeting under G.O. No. 2349, L. & M., dated 3rd July, 1931. The president, in ruling out the point of order said : " It is out of place as its proper place was at the time of moving it (the no-confidence motion). It has been voted and supported by the same member and he now raises this point of order when that motion is for discussion. I

cannot understand the logic or propriety of it. Hence it need not be gone into the merits." Mr. N. Satyanarayana raised another point of order stating that the resolution had not been formally proposed and seconded at the day's meeting and "hence it was considered that the resolution was not before the board." The president gave the following ruling: "As this resolution was moved in the previous meeting, proper permission granted by the taluk board, and included in the meeting notice communicated to the members, this resolution is considered to have been properly done already." When put to vote, none voted for the resolution, while 13 members voted against the same, the vice-president being neutral. The resolution was, therefore, lost.

Another special meeting was held on the same day at 1 P.M. to discuss the motion of no-confidence moved by Mr. G. Venkanna against the president. None voted for the resolution while 14 voted against the resolution. The resolution was, therefore, lost.

The last meeting of the board during the quarter was held on 30th March, 1933. The following resolutions were passed unanimously: "The board regrets for the demise of Dewan Bahadur R. N. Arogiaswami Mudaliar who served as Minister of Madras, led the life of an independent citizen, and devoted himself entirely for the uplift of his motherland, and also for the untimely demise of Dewan Bahadur P. Kesava Pillai who struggled and fought till the end of his life for the privileges of the poor and served the country for a long time, and resolves to communicate its sympathy to the members of the bereaved families." "The board regrets for the demise of the late Mr. C. K. Govinda Rao who worked as the headmaster of the National High School, Ramachandrapuram, for a long

time while discharging his duties in an exemplary manner and resolves to communicate its heartfelt sympathy to the surviving members of his family." Proposed by Mr. Ch. Ramalingaswamy and seconded by Mr. N. Satyanarayana, the following resolution was carried unanimously: "This board, while considering that the White Paper which the British Government have published, expressing their unfavourable opinion in connection with the grant of privileges to India, has not only widened the gulf of Swaraj which the Hindus have long been desiring for, but also created considerable discontentment among the people owing to a policy outlined by Government which seems to be more arbitrary than at present, resolves to approach the Government with an advice that an Act of the legislature conducive to the desires of the various political parties in the country can only remove the discontentment existing at present." It was resolved that the new building of the taluk board office be called "Ramachandra Buildings" in honour of Mr. J. Ramachandrarao who was instrumental in the formation of the Ramachandrapuram taluk board. A full size oil painting portrait of Mr. B. Venkataratnam, president of the board, offered by the villagers of Ramachaudrapur taluk for being hung in the main hall of the "Ramachandra Buildings" was accepted. A sum of Rs. 25 was sanctioned towards the opening ceremony of the new office buildings. The other subjects dealt with were of a routine nature.

Salem

A meeting of the Salem Taluk Board was held on 10th February, 1933, with Rao Sahib S. P. Rajamanicka Pandaram, President, in the chair. A finance committee, an education committee, and a road committee, each consisting of six members were constituted to consider

matters referred to them by the board. It was resolved that the president and the vice-president be the members of all the committees and that the president be the convener. Mr. V. Kalia Pillai was unanimously elected as member of the Excise Advisory Committee. The revised estimate for 1932-33 and the budget estimate for 1933-34 were sanctioned, and it was resolved that a contribution of Rs. 200 to the maternity and child welfare centre be provided. The board resolved that a weekly market be opened at Veppalaipatti. By another resolution the board sanctioned the levy of education tax at the existing rate of three pies in the rupee of the annual rental value of lands in the reconstituted taluk board area. It was resolved that a rural dispensary be opened at Ellampillai. The other subjects dealt with were of a routine nature.

Another meeting of the board was held on 23rd March, 1933. The following resolution was carried unanimously: "This board congratulates Mr. R. K. Shanmugham Chettiar, M.L.A., on his unanimous election as the President of the Imperial Legislative Assembly. This board also resolves to present a welcome address at the time of his visit to Salem in the middle of April 1933." Rao Sahib S. P. Rajamanicka Pandaram was unanimously elected as member of the District Educational Council. The other subjects dealt with were of a routiue nature.

Tiruttani

A meeting of the Tiruttani Taluk Board was held on 19th January, 1933, with Mr. D. Muniratnam Naidu, President, in the chair. Letter, dated 27th October, 1932, from the president, district board, Chittoor, calling for the views of the board regarding the classification of roads, hospitals, etc., was placed before the board and the following resolution was adopted: "This board resolves to

request the district board to make over the management of two pucca dispensaries existing in Pallipat and Tiruttani, and continue to maintain the village roads formed under the village road scheme considering the poor finances of this new board."

Another meeting of the board was held on 31st January, 1933. The revised estimate for 1932-33 and the budget estimate for 1933-34 under elementary education and general funds were approved.

Another meeting was held on 24th March, 1933. On a letter from the Collector, Chittoor, calling for the views of the board regarding the opening, transfer and closure of toddy shops, the following resolution was passed: "That the arrack and toddy shops located at the entrance of Vanganoor village near the school building be shifted far away from the village and the school proper." The board resolved that Government be requested for withdrawing the Government sub-assistant surgeon, Pallipat, at the earliest opportunity, and permitting the board to appoint its own man. The president moved that the board might sanction the levy of education tax at three pies in the rupee of land assessment in order to remove illiteracy by opening a number of schools in school-less centres. The resolution was carried by a majority. It was further resolved that the existing rate of one pie be continued from 1342 fasli. On a letter from the district educational officer, calling for the views of the board regarding the amalgamation of the boys' and girls' schools at Ammavarikuppam, Arungolam, Athimanjeripet, Tiruvalangadu, Vadiyangadu and Vanganoor, the following resolution was passed: "The board is in favour of amalgamation if the Government continues to sanction the full subsidy now given, and further requests that the

savings, if any, effected by the amalgamation be permitted to be utilised for expansion of elementary education."

A special meeting of the board was also held on the same day. Endorsement, dated 10th February, 1933, of the president, district board, Chittoor, returning for resubmission of the budget estimates for 1932-33 and 1933-34 after the orders of Government on the assets and liabilities of the new boards were received, as per instructions contained in Government memorandum No. 56721-2-8-2, L. & M., dated 14th January, 1933, was placed before the board. The president moved that the revised budget for 1932-33 and the budget estimate for 1933-34 prepared in the light of instructions given in the Government order quoted above be approved, and the board accordingly adopted a resolution approving of the same.

Tiruvannamalai

A meeting of the Tiruvannamalai Taluk Board was held on 9th January, 1933, with Mr. A. Ramachandra Reddi, President, in the chair. A number of interpellations put in by Mr. G. Ramachandra Reddi were answered. The revised estimate for 1932-33 and the budget estimate for 1933-34 were approved. The proposals of the deputy inspector of schools, Tiruvannamalai, for the opening of new schools with the provision of teachers in schools where there was overstaff, were placed before the board, and the board sanctioned the opening of four boys' schools—at Vadapulidiyur, Kallanai, Vedanatham and Panniyur. It was further resolved that a Muhammadan school be opened at Ananandal. Proposed by Mr. T. S. Muthukumaraswami Mudaliar and seconded by Mr. C. Ramachandra Reddi, it was resolved that dispensaries be opened at Verayur, Narthampoondi and

Arpakkam. The other subjects dealt with were of a routine nature.

Trichinopoly

A meeting of the Trichinopoly Taluk Board was held on 31st January, 1933, with Mr. K. Singam Iyengar, M.L.C., President, in the chair. The board placed on record with deep regret the sudden demise of Mr. N. Angamuthu Ambalagarar, member of the board, and resolved that the resolution be communicated to the members of the bereaved family. The draft budget estimate for 1933-34 and the revised estimate for 1932-33 under general and elementary education funds, together with the recommendations of the financial sub-committee, were approved and sanctioned. The revised estimate for Rs. 600 towards forming a garden in the office premises was sanctioned. In this connection the president stated that he had made a free gift of 100 flower pots and one statue to the garden. The board thanked the president for the "generous offer" and resolved that the garden be named as "Singam Gardens."

Another meeting of the board was held on 31st March, 1933. G. O., dated 3rd March, 1933, refusing to reconsider the orders issued in G. O. No. 579, P. H., dated 11th March, 1932, permitting the Trichinopoly municipal council for the levy of license fees for dangerous and offensive trades carried on in the local limits, was taken up and the following resolution was adopted: "The board regrets to note that, in spite of several letters to the municipality, the municipal council has not furnished even the list of assessment made by it within three miles for 1932-33, half the amount of which is to be credited to the taluk board. The board, therefore, resolves to address Government." The other subjects dealt with were of a routine nature.

Vellore

A meeting of the Vellore Taluk Board was held on 11th February, 1933, with Mr. R. P. Chithambara Mudaliar, President, in the chair. The following resolution was moved by Mr. V.R. Kailasanatha Gurukkal: "Whereas much inconvenience is caused to the public by calling upon all or many of the unprotected persons of a house to get themselves vaccinated at a time, and also by vaccinating all or many of the unprotected children of a house at a time, the board hereby (1) instructs all their vaccinators that they should not compel (a) more than one unprotected person of a house to get vaccinated or revaccinated as the case may be at a time; (b) more than one unprotected child of a house to get vaccinated or re-vaccinated as the case may be at a time: (c) both the mother and guardian of the child and the child to get vaccinated or re-vaccinated as the case may be at a time; and (d) an unprotected person or child of a family to get vaccinated or re-vaccinated as the case may be within three months from the date on which any other unprotected person or child of the same family got vaccinated or re-vaccinated as the case may be. (2) Recommends to the district health officer to considerably reduce the minimum work required of vaccinators in view of the above instructions. (3) Whereas much inconvenience is caused to the public by calling upon ladies to present themselves and get vaccinated, re-vaccinated or verified at a public place and by a male vaccinator or male health inspector, respectively, the board resolves that ladies shall be vaccinated by lady vaccinators at their residence without charge and the result verified also likewise by lady health inspectors." The first two parts of the resolution were referred to the health officer for his opinion. As regards the vaccination of

females by lady vaccinators, the following resolution was adopted : "As the entertainment of a lady vaccinator is indispensable and as there are no funds with the taluk board, the district board is requested to provide funds for the same. Till then the prosecution of female defaulters may be deferred." Mr. Thatha Goundar was unanimously elected as member of the Excise Advisory Committee. The draft revised and budget estimates for 1932-33 and 1933-34, respectively, of the board were approved, and the following resolution was passed in this connection : "As there is a deficit of Rs. 5,120 in the budget for general funds, resolved to take credit for this amount as contribution by the district board. The district board is requested to sanction the same. As the contribution of Rs. 7,210 payable to elementary education funds out of the board's income of Rs. 13,380 under general funds is far excessive and out of all proportion, and as there are no funds to carry out the other items of works, this board resolves to request the Government to reduce the amount of contribution payable to elementary education funds to one-fourth of the land cess income and to sanction additional grants for the maintenance of schools to compensate the contribution so reduced." The other subjects dealt with were of a routine nature.

Voyalpad

A special meeting of the Voyalpad Taluk Board was held on 4th January, 1933, with Mr. N. Narayana Reddy, President, in the chair for the election of a vice-president to the board. Proposed by Mr. V. Konda Reddy, and seconded by Mr. Challa Krishna Reddy, Mr. K. Bayya Reddy was unanimously elected as vice-president.

An ordinary meeting of the board was held on 20th February, 1933. The revised distribution of establishment as suggested by the president was approved. On a

a letter, dated 17th January, 1933, from the Collector, calling for suggestions regarding the opening, closure and transfer of toddy shops, the board resolved that the Collector be requested for shifting the Kalikiri toddy shop "to an unobjectionable site." The draft revised estimate for 1932-33 and the budget estimate for 1933-34 for general and elementary education funds were approved, and it was resolved that Government be addressed for meeting the deficit under the elementary education funds.

The last meeting during the quarter was held on 30th March, 1933. A number of interpellations put in by Mr. V. Konda Reddi were answered. It was resolved that the Hindu girls' school at Kalada be converted into a Muslim girls' school and opened from 1st April, 1933. It was also resolved that a Hindu girls' school be opened from 1st April, 1933, at Gurramkonda with the provision made for Talupulla Hindu girls' school. The board then resolved that education tax be levied at one-sixth of the land cess leviable under the Madras Local Boards Act as amended. Mr. Challa Krishna Reddy was unanimously elected as member of the District Educational Council to represent the board. The district board engineer was delegated with powers for accepting tenders up to Rs. 500, for dispensing with tenders up to Rs. 250, and for executing agreements relating to works the tenders of which could be accepted by the president. The other subjects dealt with were of a routine nature.

Vriddhachalam

A meeting of the Vriddhachalam Taluk Board was held on 7th February, 1933, with Mr. M. G. Parthasarathi Mudaliar, President, in the chair. The proposition statement fixing the scale of pay for the establishment in the 39 labour schools transferred to the control

of the taluk board was sanctioned and the board stated that future increments would not be given from 1st April, 1932, till further orders. It was resolved that a board school be opened at Chinnakandiankuppam or Periakandiankuppam with the provision of one teacher of Gopurapuram school. The board then sanctioned the appointment of a clerk on Rs. 30-1-40 grade, debitable to elementary education funds, "as the work under elementary education had proportionately increased owing to the transfer of the management of 39 labour schools," after the approval of Government. On a letter from the headmaster, board girls' school, Vriddhachalam, stating that the havoc caused by monkeys was intolerable, the board resolved that a man on a pay of Rs. 7 a month be appointed for three months to drive out the monkeys. The board then resolved that religious instruction be imparted in the schools under the board, and the president authorised to take necessary steps towards that end. A sum of Rs. 90 was sanctioned for making sanitary arrangements during the Masimagham festival at Thiruvattathurai.

Another meeting of the board was held on 6th March, 1933. Mr. Veerasami Padayachi proposed, and Mr. Rajaratna Padayachi seconded, that the meeting be adjourned "as the motion for leave for no-confidence was rejected by the president." Votes were taken and the motion was lost, 6 voting for and 10 against, the president and one member remaining neutral. As recommended by the deputy inspector of schools, the board sanctioned the opening of a school at Kudikadu, hamlet of Vallimathuram village, by transferring the provision of an additional teacher of the board school at Vallimathuram subject to the approval of the Government. A number of encroachment cases were disposed of. The other subjects dealt with were of a routine nature.

UNION PANCHAYATS

Four meetings of the Arani Union Panchayat were held during the quarter with Mr. M. Kumaraswamy Chetty, B.A., President, in the chair. At its meeting held on 19th January, 1933, the panchayat sanctioned a contribution of Rs. 200 to the Ponneri taluk board from the funds of the panchayat for the maintenance of a dispensary in the locality during the year 1932—33. The subjects dealt with at the other meetings were of a routine nature.

Five meetings of the Gopalasamudram Union Panchayat were held during the quarter with Mr. G. S. Sankaralingam Chettiar, President, in the chair. At the panchayat's meeting held on 21st March, 1933, on a letter from the president, district board, calling for the views of the panchayat regarding the formation of a district cadre of local board service, the panchayat stated that it was not for the formation of a district cadre. The subjects dealt with at the other meetings were of a routine nature.

Five meetings of the Koilmangalam Union Panchayat were held during the quarter. The first two were presided over by Mr. K. V. Venkatasubramania Aiyar, President. At the second meeting of the panchayat held on 22nd February, 1933, the board accepted with regret the resignation of membership and presidentship tendered by Mr. K. V. Venkatasubramania Aiyar due to some domestic circumstances, and resolved the administration

of the panchayat be run by Mr. K. N. Muthukaruppan Servai, vfce-president, till the election of a new president to the panchayat. On 27th March, 1933, the panchayat unanimously elected Mr. K. N. Muthukaruppan Servai as president of the panchayat.

The Kottur Union Panchayat, at its meeting held on 30th January, 1933, with Mr. S. Muthuswami Goundar, President in charge, in the chair, resolved that the president, district board, Coimbatore, be addressed for paying half the amount every year as was done in the case of Karamadai and Mettupalayam boards for providing electric lights within the area, and that Karamadai and Mettupalayam boards be requested to intimate the arrangements made in their area for the supply of electricity. The subjects dealt with at the other meetings were of a routine nature.

Three meetings of the Melmangalam Union Panchayat were held during the quarter with Mr. K. Muthuvelu Pillai, President, in the chair. The subjects dealt with were of a routine nature.

Three meetings of the Sembiam Union Panchayat were held during the quarter with Mir Sujjad Hussain Saheb Bahadur, President, in the chair. At the meeting held on 18th February, 1933, letter, dated 28th January, 1933, from the president, taluk board, Saidapet, requesting that Resolution No. 1, dated 23rd December, 1932, of the panchayat, sanctioning a sum of Rs. 1,000 as contribution towards the maintenance of a local fund dispensary at Sembiam be reconsidered and a sum of Rs. 2,000 sanctioned, was placed before the panchayat, and it was

resolved that the contribution be raised to Rs. 1,500. In sanctioning the amount, the panchayat stated that "that was the maximum that the panchayat could afford." The subjects dealt with at the other meetings were of a routine nature.

The Sendamangalam Union Panchayat met on 15th February, 1933, with Mr. Aiyamperumal Udayar, President, in the chair. The scale of house tax prepared by the president was approved and it was resolved that the new rates be given effect to from 1st April, 1933, after the approval of the district board. As a sum of Rs. 6,000 towards house-tax was outstanding for the past three or four years, and as the panchayat's resources were too poor to afford the appointment of a separate special officer at the panchayat's cost, the panchayat resolved that a special officer be appointed and his pay met by effecting retrenchment in the pay of all the members of the establishment, except the clerk, for a period of three months.

Five meetings of the Shiyali Union Panchayat were held during the quarter. The first meeting was presided over by Mr. D. Subramania Aiyar, Vice-President, while the other four were presided over by Mr. S. Vedagiri Mudaliar, President. At the panchayat's meeting held on 15th February, 1933, Mr. V. Ramachandra Iyer moved a resolution that, in view of the panchayat working with a deficit budget, with the exception of a few petromax lights, all other lights be converted into ordinary lights. The resolution fell through for want of a seconder. Immediately afterwards, Mr. Ponnuswami Pillai moved that, with the exception of six lights; all the other lights be removed. This was seconded by Mr. Narayanaswami

Naidu, and carried with the provision that 25 ordinary lights be purchased. Mr. V. Ramachandra Iyer, in dissenting from the above resolution, stated that the passing of a resolution which was moved by him and fell through for want of a seconder was "subversive of the provisions of the Local Boards Act." The subjects dealt with at the other meetings were of a routine nature.

Five meetings of the Sivaganga Union Panchayat were held during the quarter with Mr. S. Rm. Venkatachalam Servai, President, in the chair. At the meeting held on 25th March, 1933, the following resolution was carried unanimously: "This panchayat board requests the Sivaganga taluk board to cancel the resolution passed on 15th March, 1933, to levy an education tax at 12½ per cent on the house tax within the panchayat board since there is a proposal to increase the house tax in this board for providing electric lights. Moreover, under the existing financial depression any additional tax is highly objectionable." The subjects dealt with at the other meetings were of a routine nature.

The Tiruvallur Union Panchayat, at it meeting held on 30th January, 1933, with Mr. N. Rangasawmy Aiyangar, President, in the chair, passed the following resolution: "This board regrets the demise of Rao Bahadur M. Venkataraghavelu Reddiar, the ex-district board president of the Chingleput district, and this board resolves to close down the office for half a day in his honour. This board also resolves to communicate this resolution to his son, Dewan Bahadur M. Krishnaswami Reddiar, B.A., president, Chingleput district board." The subjects dealt with at the other meetings were of a routine nature.

The Villivakkam Union Panchayat met on 11th January, 1933, with Mr. A. Janakirama Reddiar, President, in the chair. The draft revised budget for 1932-33 and the budget estimate for 1933-34, were sanctioned. The subjects dealt with at the other meetings were of a routine nature.

LOCAL BOARDS AND THE JUDICIARY

LOCAL BOARDS AND THE JUDICIARY

[We publish below some of the important judicial decisions on cases of interest to local self-governing institutions that have been reported in the Madras Law Journal during the quarter commencing from 1st January, 1933.]

IN THE HIGH COURT OF JUDICATURE AT MADRAS

PRESENT: MR. JUSTICE MADHAVAN NAIR AND MR. JUSTICE JACKSON

The District Board of Ramnad through its President ... *Appellant (Plaintiff)*

versus

D.K. Mahomed Ibrahim Sahib and another ... *Respondents (Defendants and nil)*

Limitation Act (IX of 1908, Arts. 62 and 120) Subscription collected for construction of bridge—Suit by District Board for recovery from person making collection—Limitation—Starting point—Scope of Art. 62.

The defendant promised to pay to the plaintiff, a District Board, a certain amount by way of personal contribution for the purpose of constructing a bridge over a river and he also collected subscription for the same purpose. The District Board sued through its President to recover from the defendant both the amounts. The evidence in the case showed that the construction of the bridge could not have been begun earlier than 1923 and the suit was instituted on 5th September, 1925. The Lower Court decreed the suit in respect of the personal contribution but held that the claim as regards the subscription collected was barred by limitation.

Held, in appeal, that the claim in respect of the subscription amount was not barred by limitation, Art. 120 and Art. 62 of the Limitation Act being applicable. The subscription became payable only when definite steps had been taken towards the construction of the bridge.

Kedarnath Bhattacharji versus *Gorie Mahomed*, (1886) I.L.R. 14 Cal. and *Maharaja Mudaliar* versus *Sendanatha Mudaliar*, 1918 M.W.N, 173 relied on.

Art. 62 of the Limitation Act contemplates a suit in which the plaintiff is entitled to obtain the whole of the money received as soon as it is received. It does not apply where the plaintiff is not entitled to the money when it was received by the defendant.

Ma Kyin Ain versus *A.R.M.A.L.A. Chettiar Firm*, A.I.R. 1930 Rang. 197, referred to.

Appeal against the decree of the Court of the Subordinate Judge of Ramnad at Madura in Original Suit No. 5 of 1925.

The Judgment of the Court was delivered by

Madhavan Nair, *J.*—The plaintiff, the District Board of Ramnad through its President, is the appellant. The question in this appeal is whether the appellant's claim to recover from the defendant Rs. 1,031 subscription collected by him for the purpose of constructing a bridge over the Paralyar river is barred by limitation. A sum of Rs. 5,000 was promised by the defendant as personal contribution for the purpose of constructing the bridge and a sum of Rs. 1,031 was collected by him for the same purpose. The river was bridged at a cost of Rs. 29,000 odd and was completed on 12th July, 1924. In the suit out of which this appeal arises the President of the District Board claims both the sums from the defendant. The Lower Court gave a decree for Rs. 5,000 but held that the claim for Rs, 1,031 was barred by limitation applying Art. 62 of the Limitation Act.

Article 62 prescribes three years for money payable by the defendant to the plaintiff for money received by the defendant for the plaintiff's use and the period begins to run from the date when the money is received. It is clear to us that Art. 62 will not apply to cases of this kind, for it has been held that that Article contemplates a suit in which the plaintiff is entitled to obtain the whole of the money received as soon as it is received. See *Ma Kyin Ain* versus *A.R.M.A.L.A. Chettiar Firm*. Art. 62 cannot be appropriately applied to a case where the plaintiff is not entitled to the money when it was received by the defendant. In this case it is clear that the amount does not become payable to the plaintiff as soon as it is collected. The plaintiff can claim the amount only after the work

has been begun and some steps have been taken towards the construction of the bridge. It follows from the decision of the Calcutta High Court in *Kedarnath Battacharji* versus *Gorie Mahomed* that a promise to pay a subscription becomes enforceable as soon as any definite steps have been taken in furtherance of the object and on the faith of the promised subscription. This decision has been followed by this Court in *Maharaja Mudaliar* versus *Sendanatha Mudaliar*. The evidence in this case shows that the construction work of the bridge could not have been begun earlier than 1923. The suit was instituted on 5th September, 1925. If Art. 62 does not apply, then the only Article applicable is 120. The suit is, therefore, clearly within the time and it cannot be held to be barred by limitation.

The decree of the Lower Court in so far as it relates to Rs. 1,031 is set aside and the plaintiff will be given a decree for this amount also, with costs here and in the Court below.

Appeal allowed.

OSBOURNE versus RICHARDS, (1933) I.K.B. 283

Road Traffic—Proprietor of Motor coaches—Letting of coaches—If hirer used them as "stage carriages" or "contract carriages"—Road license if necessary—Road Traffic Act, 1930, Ss. 61 and 72.

R, a motor coach proprietor, let out his coaches for hire to T foot-ball club who were to collect the fares from the passengers. It was found that, though so hired, it was driven by employees of R and fares also collected by them. Any one who came along could have boarded the coaches in the square and ridden therein to the foot-ball field and there was no notice on the coaches to show that they had been hired by the foot-ball club. A fixed hire was paid by the club to R. As no road service license was taken out by R, or T, a complaint was preferred against R in that he permitted a public service vehicle to be used without license. R contended that they were used as "contract carriages" within the meaning of Section 61, Sub-S. 1(*c*).

Held, that the said vehicles were used as "stage carriages" not as "contract carriages" and, therefore, a road license ought to have been taken out. The vehicle was not carrying passengers stage by stage but for hire or reward at separate fares.

TWYNHAM versus BADCOCK, (1932) 2 K.B. 549

Food and Drugs (Adulteration) Act, 1928,—Adulteration by addition of preservatives—Conviction of retail seller after observing the formalities under S. 18—Samples taken and tested from retailer—Prosecution of retailers seller—No fresh samples taken from him—Validity of charge—Public Health (Preservatives, etc., in Food) Regulations, 1925, Art. 7.

A retail seller of ground ginger was charged and convicted for sale of ground ginger adulterated by added preservatives. Before his prosecution, the Inspector under the sale of Food and Drugs Acts went through the formalities under S. 18 of the Act, namely, taking of samples from the retailer, dividing them into three parts, delivering one of them to the retailer, then chemically examining the sample to detect the adulteration. After the retailer's conviction, the Inspector commenced proceedings against the previous seller under the Public Health (Preservatives, etc., in Food) Regulations, 1925, Art. 7, for selling contrary to the provisions of the Regulations, but did not take any samples again from him or repeat the process. On an objection that the charge was bad for non-observance of the formalities under S. 18 of 1928 Act,

Held, that the regulations do not contemplate that there should be two processes of taking samples, division of the samples and analysis of the samples. They contemplate only that there should be one such process. The case is similar to one where warranty has been relied upon under the Act of 1928 by the retailer.

MISCELLANEOUS

DISTRICT COUNCILS IN C. P. AND BERAR

The Government resolution on the annual Reports of the District Councils in the Central Provinces and Berar for the year ending 31st March, 1932, with the reviews of the Commissioners of divisions thereon as well as on the Report of the Local Audit Department for the year ending 31st March, 1932, says *inter alia* :—

Constitution :—The Nerbudda Division and the revenue districts of Damoh, Seoni and Narsinghpur were abolished during the year, but the three district councils were continued, the Local Self-Government Act having been amended for the purpose. Except for the establishment of three municipalities and two notified areas in Yeotmal, the constitution of the district councils and local boards remained unchanged. The Raipur and Betul district councils remained under supersession, but advisory boards were appointed in February and June 1932, respectively, for assisting the officers in-charge. The office-bearers and certain other members of the Drug district council tendered their resignations on Government's ordering the council to take certain steps to improve its administration. As it appeared that the council had an explanation to offer Government suspended the orders towards the close of the year pending the receipt of the council's explanation. It was hoped that, as a result, the situation would improve, but owing to the unreasonable attitude adopted by the office-bearers and a section of the council, matters took a turn for the worse after the close of the year. Two important questions affecting the constitution of district councils and local boards are at present under the consideration of Government. One of them is the revision of the local franchise and the other the abolition of the local boards and the constitution of district councils or smaller unitary organizations by direct election.

Elections :—No general elections were held during the year. The constitution of the Yeotmal district council, which was a subject of litigation before the court of the Judicial Commissioner, was completed in the year under review resulting in a majority for the non-Brahmin and the democratic party as in the other district councils

of the Berar division. The question of the abolition of plural member constituencies was taken up during the year, but subsequently it was decided to defer action on it pending the inauguration of the reforms.

General Financial Results :—The year opened with a balance of Rs. 25.44 lakhs. The total receipts from all sources amounted to Rs. 72·80 lakhs, and the total expenditure to Rs. 75.32 lakhs, leaving a closing balance of Rs. 22.93 lakhs. Although the crops yielded on the whole a fair outturn except in the Berar division and parts of the Nagpur, the agricultural depression and the slump in trade continued in a more pronounced form, causing further deterioration in the income of the councils. Except in the case of the district councils, Wardha, Chanda, Chhindwara and Raipur, the closing balances of all district councils exceeded the prescribed minimum ; but in some instances they still included unspent balances of Government grants and cheques outstanding for payment at the close of the year. The financial condition of the district councils of Wardha and Chanda is reported to be far from satisfactory.

Education :—The total expenditure on education, including buildings, fell by Rs. 2·59 lakhs and was Rs. 28.85 lakhs, of which Rs. 9.79 lakhs was provided by Government, while fees and miscellaneous receipts covered Rs. 0·17 lakh, leaving Rs. 18.89 lakhs to be met out of the surplus from general purposes grants and other resources of the councils. The total number of schools increased from 3,824 to 3,893, enrolment from 280,788 to 288,762 and the average attendance from 198,614 to 206,724. The increase is shared by all district councils except those in the Jubbulpore and Chhattisgarh divisions. The inadequacy of accommodation and equipment are commented upon by the Commissioner, Nagpur division, who suggests that the more urgent works of construction and repairs should be financed from loans. Although the expenditure on education absorbs as much as 54 per cent of the income, it is obvious that, with the resources likely to be available for some years to come, no large extension of educational facilities in rural areas is possible. In the circumstances district councils will do well to consolidate the position in regard to their main concern, primary education, and refrain from diverting funds to higher forms of education. The present is perhaps in some districts an inopportune moment for the imposition of the extra school rates allowed, but no lasting improvement can be effected unless it is imposed sooner or

later. It is also most essential to minimize wastage and to induce school committees to take a livelier interest in attendance. Rules have been framed enabling village panchayats to be represented on school committees and the results of the innovation will be watched. Compulsory education was introduced at five centres in the Nagpur district. Elsewhere schemes were held up for want of funds and in some districts existing schemes languished. Government has noted for examination the suggestion that cases under the C. P. Primary Education Act should be triable by Village Benches.

It is satisfactory to note that the prejudice against the admission of the children of the depressed classes to the ordinary schools is rapidly breaking down, and that in some districts there has been an appreciable rise in the number of pupils from these classes and from the Muslim community. The opening of nine new schools for the girls in Berar and the increase in the number of girls attending boys' schools testifies to the growing demand for girls' education. The education of adults, however, which must be regarded as an essential complement of primary education, does not appear to receive the encouragement it deserves. The movement for the provision of public libraries at selected centres seems to have taken root in the Jubbulpore division and has received some attention in Berar.

Medical :—The total expenditure on medical relief fell further from Rs, 3.23 to Rs. 3.21 lakhs, of which Rs. 1.09 lakhs was provided by Government grants. Although the expenditure in the province as a whole declined, it rose in Berar owing mainly to larger expenditure on buildings. The total number of cheap, plan and transferred dispensaries managed by district councils remained the same as in the previous year. Three Ayurvedic dispensaries in the Bilaspur district had to be closed on account of financial stringency, while three new ones were opened in Bhandara. All the Commissioners animadvert on the reductions made by several district councils in their contributions to dispensaries and hospitals. Government trusts that the councils will take the earliest opportunity of restoring the grants to their old level, by economizing, if necessary, in the expenditure on other purposes less vital to the well-being of the rural population.

Public Health :—The total expenditure on vaccination decreased from Rs. 1.65 lakhs to Rs. 1.54 lakhs, while that on sanitation remained nearly the same as in the previous year, viz., Rs. 22,000. The total

number of vaccinations performed during the year was 629,700 (529,453 primary and 100,247 revaccinations) against 603,282 in the year preceding. A large number of children again remained unvaccinated in Nagpur and Nimar. There is a general deterioration in Nagpur and Wardha due to inadequate inspections by the assistant superintendent of vaccination. The deterioration in Wardha is all the more inexcusable because the council has a special medical officer. The district councils in Berar again appear to have paid insufficient attention to revaccination, the figure for which fell from 27,638 to 26,054. None of the district councils has so far put into effect the provisions of the Central Provinces Vaccination Law (Amendment Act) 1932, and applied for its extension to selected rural areas. The reports are also silent about the action taken by the members of the councils and local boards in making use of their powers under the Central Provinces Juveniles Smoking Act. An interesting innovation is reported from Chhindwara where the council has appointed two doctors to combat malaria in selected rural areas ; they are reported to be doing useful work. The total expenditure on water-supply fell to Rs. 55,691 from Rs. 92,564 as owing to financial stringency no grants were paid for the purpose. The real remedy for defective water-supply in rural areas is, as the Commissioner, Jubbulpore, points out, self-help, i.e., for the well-to-do to offer cash contributions and for the poor to give their unskilled labour free of charge.

Civil Works:—There was a further decrease of total expenditure on civil works from Rs. 8·05 lakhs to Rs. 6·72 lakhs. This is due chiefly to the shortage of funds and smaller grants from Government for transferred works. The total mileage of provincial roads transferred to district councils for maintenance was 1,971 against 1,949 in the previous year. The unspent balance of Government grants for transferred works at the beginning of the year was Rs. 62 lakhs and grants aggregating Rs. 9·58 lakhs were paid during the year. A sum of Rs. 9·60 lakhs was expended and Rs. 16 lakhs refunded, leaving a balance of Rs. 47 lakhs at the close of the year.

Village roads continued to be neglected, while, except in the Berar division, district councils spent insignificant sums on the upkeep of their own roads and buildings. The complaint of the Jubbulpore district council about the transfer of an unduly large mileage to its charge as well as the demand of the Berar district

councils for the transfer of additional mileage in order to reduce the relative cost of the establishment have been noted by Government, but the decision will take time as the entire policy in regard to the transfer of roads is under Government's review.

Legislation, Rules and Bye-laws:—There was no legislation concerning district councils during the year except the one referred to in paragraph 1 above. A Government bill to amend the Local Self-Government Act (Bill No. X of 1931) was introduced in the Legislative Council in August 1931 and has since become law. Among other things the amendment provides for appeals by the employees of district councils against orders of dismissal and for the grant of pension to them by the councils. The only important amendments to the rules framed under the Local Self-Government Act were the two following :—

(i) In order to minimise delays in district council and local board elections, rule 1 of the rules under section 79 (i) (v) was so amended as to authorize Deputy Commissioners to fix the dates of and hold the elections of district councils and local boards subject to the orders of the Local Government.

(ii) The power to try election disputes has been transferred to the Deputy Commissioners and the jurisdiction of the civil courts in the matter of election trials and appeals has been completely ousted. The provident fund rules referred to last year were issued finally after considering the suggestions and objections received in respect thereof. The district fund account rules are still pending the consideration of Government. Model bye-laws defining the respective spheres of duties of district councils and local boards as clearly as possible in order to reduce occasions for friction between two classes of bodies to the minimum, which were under the consideration of Government, were finally issued after the close of the year.

Taxation:—Taxes under section 24 of the Local Self-Government Act were levied by all the district councils in the Chhattisgarh division. The additional cess in Nagpur which was sanctioned as far back as 1930, and the levy of which was postponed for the revenue year 1930-31 on account of the depression in the price of cotton, was finally levied from the revenue year 1931-32 in order to make up the deficit in the council's budget. The District Council, Chanda, also proposes to

follow suit. The proposals of the district council of Jubbulpore to levy a wheel tax and a special school rate referred to in the last year's resolution were sanctioned during the year. Although the wheel tax has been kept in abeyance owing, for the moment, to unfavourable economic conditions, it is doubtful if the real difficulties of assessment and collection, together with the general unpopularity of the tax, will ultimately allow of its imposition. The school rate was imposed in 10 villages only. The levy of a tax on the ginning factories in Hoshangabad was also sanctioned. The imposition of terminal tax in Raipur on imports and exports at all railway stations in the district except those situated within the limits of municipal or notified areas has recently been sanctioned, and the collection of the tax commenced from the 1st July 1932. Terminal tax proposals of the Nagpur district council were sanctioned after the close of the year but those of Chanda and Bilaspur are still pending, the latter because the council has not furnished the additional information called for.

Financial Irregularities :—The accounts of the district councils of Seoni, Raipur, Akola and Buldana showed signs of improvement, while those of the Nagpur, Bhandara and Hoshangabad district councils had apparently deteriorated. The district councils of Amraoti, Chanda, Saugor, Damoh, Narsinghpur and Jubbulpore maintained their accounts in a satisfactory manner, but the accounts of Bilaspur and Drug continued to be unsatisfactory, the former having inherited a seriously deranged financial administration from its predecessor. The annual report of the Local Audit Department for 1931-32 has brought to light a large number of the usual financial irregularities with which the public is now painfully familiar. It is clear that office bearers do not always take their duties as trustees of public funds sufficiently seriously, and instances are not lacking where they seemed to be guilty of something more than neglect. In the case of the Bilaspur district council, for example, the numerous irregularities that appeared to have been committed under the direct orders of the chairman of the district council, Bilaspur, resulted in the Local Government sanctioning the institution of a civil suit against him in respect of damage caused by a variety of acts of misappropriation and misapplication of the district fund money. The Examiner of Local Fund Accounts repeats his complaint about the chronic delay in the disposal of audit objections on the part of district councils and local boards.

DISTRICT COUNCILS IN C. P. AND BERAR

Village Panchayats:—During the year 75 new panchayats were established and two were disestablished, the total number of panchayats thus rising to 601. Enhanced powers under section 18 (2) and 32 (2) of the Act were conferred on 81, the total number of panchayats exercising these powers being 93. Owing to the financial stringency Government had to reduce the initial grant to new panchayats from Rs. 10,000 to Rs. 8,000, but even at the reduced rate, viz., Rs. 80 per panchayat, the grant should enable most of the new bodies to meet the necessary initial expenditure. The total income of the panchayats amounted to Rs. 1,53,673 and the total expenditure to Rs. 97,689. The panchayats performed much useful judicial work, having disposed of 4,492 criminal cases and 9,227 civil suits, but again failed to pay adequate attention to their administrative functions. Very few imposed any taxes or having imposed them made real efforts to collect them. Government is convinced that this one-sided development is not in the ultimate interest of the rural population and that no real or lasting progress in rural uplift can be effected so long as village panchayats fail to realize their responsibilities in the matter. That this failure is due largely to lack of guidance and not to any inherent incapacity to manage administrative duties on the part of the panchayats is clear from the fact that wherever district officers have had the time or opportunity to interest them in rural welfare activities the panchayats have responded to the stimulus and given valuable assistance. But with the present rapid growth in the number of panchayats, district officers will find it increasingly difficult to pay individual attention to these bodies; nor will it be possible for the village panchayat officer, whom Government proposes to reappoint at an early date, to provide more than general advice and guidance. It is to the district councils that panchayats must look for constant inspection, detailed guidance and steady encouragement. The district councils of Nagpur, Bilaspur, Amraoti and Yeotmal have taken active steps for fostering the growth of the panchayat movement in their districts on the right lines, but most of the other district councils are either apathetic or decidedly step-motherly in their treatment of the panchayats within their jurisdiction. Government trusts that district councils will give proof of a livelier sense of their duty towards these bodies by so exercising their statutory powers of inspection,

supervision and control as to make of the panchayats the important instrument of rural welfare they were intended to be.

General :—The general economic depression continued to be the outstanding feature of the year, but the civil disobedience movement was on the wane. The relations of district councils and local boards with the executive officials of Government were cordial as usual, and generally the administration of these bodies was not aligned with reference to extreme political views. The tendency to use village schoolmasters for the purpose of political propaganda, which Government has deprecated in the past, was not, however, always curbed and in a few instances the undesirability of permitting employees to take part in illegal political activities was not sufficiently realized. The relations between the councils and the local boards also continued to be harmonious except in Wardha, where the friction between the council and the local board, Hinganghat, necessitated the intervention of the Deputy Commissioner and the Commissioner. Many of the district councils administered their affairs in the face of difficult conditions with courage and a reasonable degree of efficiency, a result which bears testimony to the interest taken by the office-bearers and members concerned in the performance of their public duties. The thanks of Government and the public are due to those gentlemen whose names have been specially brought to notice by the Commissioner.

LOCAL GOVERNMENT IN FRANCE

[*We extract the following chapter from "Local Government in Many Lands" by Mr. C. Montagu Harris.*]

The administration of Gaul under the Roman Empire, like that of the other provinces, while at first providing for a considerable amount of municipal autonomy, the forms of which have left their mark until today, later developed into a bureaucratic centralisation. This disappeared with the fall of the Empire, although the Frankish monarchy retained some of its methods.

The feudal system completely destroyed for the time being the power of the central Government. Towards the end of this period of national chaos, urban communities gradually succeeded in attaining municipal liberties, which were guaranteed by charters. These charters, sometimes gained by force of arms, sometimes by mere bargaining, were in fact treaties or agreements with the feudal lords, and were not based on any pre-conceived principle or general scheme of local government.

As the king regained power over the great lords, the centralising tendency again showed itself in full force, and from the fourteenth century onwards, the autonomy of the chartered towns as well as that of the territorial aristocracy was gradually extinguished. This policy reached its culmination in Richelieu and Louis XIV, but their aim of making a France one and indivisible continued to be pursued by the statesmen of the Revolution and by Napoleon I, the division of the country into departments being due to the desire to destroy the old provincial spirit.

Nor has there been any inclination in more modern times to depart from this policy. Governments, whether monarchial, imperial or republican, have been equally anxious to preserve the unity of France and have held that the only way to do this is by keeping the whole administration strictly subordinate to the ruling powers in Paris. The nation is clearly in accord with its governments on this

point. There has been, and is, no movement for any substantial changes in the system, and those who advocate "regionalism," on the ground that larger areas are needed for local administration in these days, find that the principles which this policy represents are the greatest obstacles in their way.

Some important reforms were made by two decrees in 1926, the principal effects of which were, on the one hand, to extend the functions of the elected local authorities, and on the other, to delegate certain powers from the Minister of the Interior to the prefect and from the prefect to the sub-prefect.

THE COMMUNE

The unit of local government in France is the commune. Communes existed from early times, but in their present form they date from the great Revolution, the Constituent Assembly in 1789 decreeing that there should be a commune for each "city, town, parish or rural community," making a total of 44,000.

The principle of equality was considered to be as applicable to local authorities as to individuals and, therefore, the old distinctions between boroughs, market-towns and villages were swept away and all communes were placed on an identical footing. This principle holds good today. With the exceptions of Paris and Lyons, every commune, whether a flourishing industrial city, a small country town, or a purely rural district, has the same form of constitution and the same powers and duties.

The total number of communes in France is about 38,000. Of these over 20,000 have a population of less than 500, and 15,000 a population between 500 to 2,000. At the other end of the scale there are twelve communes with from 100,000 to 400,000 inhabitants and two with a population between 400,000 and 1,000,000,

The area of the communes varies from ten acres to 400 square miles, the average being 3,645 acres.

Every commune has a *Municipal Council* (Conseil Municipal), consisting of ten to thirty-six members, according to the population elected for six years.

Every Frenchman over twenty-one years of age having a six months' residential qualification in the commune is entitled to vote,

Communes with over 10,000 inhabitants may be divided into wards for electoral purposes, but, where this is done, each ward must return at least four members.

Any communal elector or ratepayer, who is twenty-five years of age, is eligible for election, provided that he is not in receipt of poor relief, is not under sentence of law or under supervision of a judicial council, and is not a public official for the district, a salaried official of the commune, a teacher or a domestic servant. In communes having over 500 inhabitants, parents and children, grandparents and grandchildren, brothers and brothers-in-law, cannot be members.

Women have no vote, and are not eligible for election.

Municipal councillors may be repaid their out-of-pocket expenses.

The municipal council must meet at least four times a year, its meetings being open to the public. The budget session may last for six weeks, the others for fifteen days.

Nominally the municipal council has a general power to resolve upon any action which they may think desirable in the interests of the commune, provided that it is not specifically excluded by law from their functions, and to direct the mayor to carry it out. This power, however, is limited by :

(*a*) restrictions on their taxing powers ;

(*b*) the need for the approval of the prefect as regards most financial proposals ;

(*c*) the need for the approval of the council-general of the department as to action relating to fairs and markets ;

(*d*) the jurisdiction of the administrative courts ;

(*e*) the power of the prefect to suspend and of the central government to dissolve the municipal council.

Until 1926 the powers of municipal councils to undertake trading enterprises were very limited. The decrees of that year somewhat enlarged these powers, but their exercise is still subject to the Conseil d'Etat, whose interpretation of the decrees is very strict.

Such functions of local government as are obligatory are imposed, not on the municipal council, but on the mayor, who is, however, bound to consult the council and to act subject to their control.

The *Mayor* (Maire) is elected by ballot, by and from among the members of the municipal council, for six years. Until recently

mayors were unpaid, but the law permits municipal councils to vote allowances to mayors for expenses in connection with their office, and of late years the administrative courts have recognised a wider interpretation of this power. There is consequently a growing tendency towards a mayoral salary.

As agent of the central government the mayor is charged with the local promulgation and execution of general laws and decrees. As such, he may be suspended for one month by the prefect and for three months by the Minister of the Interior, and may be dismissed by decree.

As executive head of the municipality, he supervises the police, revenue and public works, and acts generally as representative of the commune.

The object of "Municipal police," for which the mayor is responsible, is stated to be "to secure order, public safety and public health," and to include such matters as ensuring freedom of traffic, cleaning and lighting of streets, demolition of dangerous buildings, and the maintenance of order.

The mayor is also registrar of births, marriages and deaths, officiates at civil marriages and presides over the school commission. He appoints most of the subordinate officials of the commune and fixes their salaries. An Act of 1930 makes provision for security of tenure for municipal employees and for the establishment of disciplinary councils for districts, each of which must comprise at least fifteen communes, each council consisting of three mayors, deputy mayors or municipal councillors, and three municipal officials or workmen.

Deputy Mayors (Maires Adjoints) are elected in the same way as mayors. There is usually one in a commune of 2,500 inhabitants or less, and a larger number, up to twelve, in the more populous communes. Lyons has seventeen.

The Mayoral Secretary (Secretaire de Mairie) is usually, in the smaller communes, the local schoolmaster, but elsewhere he is a full-time official.

THE CANTON AND THE ARRONDISSEMENT

The *Canton* and the *Arrondissement* are administrative divisions between the commune and the department but are not of great importance. The former is a group of communes forming an area for

certain judicial purposes and for elections. The latter, which was created in 1800, and reorganised in 1833, is an administrative subdivision of the department.

For each arrondissement a *Council* of not less than nine members (at least one from each canton) is elected for six years. The council meets regularly before and after the August (financial) meeting of the council-general of the department, to make representations on the proposals and to assess upon the communes their shares of the taxes imposed upon the arrondissement, and may meet at other times to express views upon departmental affairs. It has no property and no budget.

The *Sub-prefect* (appointed by the central Government) occupies in the arrondissement a similar position to that of the prefect in the department, but has only such powers as the prefect allows him. The decrees of 1926 reduced the number of sub-prefectures from 274 to 168, but increased the powers and duties of the sub-prefects.

THE DEPARTMENT

The division of the country into departments was effected by the Constituent Assembly in 1789. The Consular Law of 28 Pluviose of the year VIII (1800) provided for the government of the departments by prefects and councils-general, all nominated by the First Consul. In 1833 councils-general were made elective on a limited suffrage, which was enlarged to manhood suffrage in 1848, and in 1871 the existing system was established.

The total number of departments in 1931, was ninety, their populations varying from 99,403 to 4,933,855, and their area from 185 to 4,140 square miles, the average being over 2,000 square miles.

The *Prefect* (Prefet) is the head of the department, and is the sole responsible executive official. He is nominated by the Minister of the Interior and appointed by the President, and holds office until he is promoted or superseded.

There is no legal qualification for the post. The appointment is largely political, the prefect being expected to act as the political and electoral agent of the Government of the day. The salary is paid by the State.

The prefect is the local agent of all the central ministries. He appoints nearly all the subordinate officials in the department, including school teachers. He has very wide powers as regards police

and public health for the whole department, and has considerable powers of control over the communes and their mayors.

The prefect appoints his own "Chef de Cabinet," who is practically his private secretary, and also the clerical staff of the department, with the exception of the *General Secretary*, who is appointed by the Central Government, no special qualifications being necessary. The decree of 1926 abolished most of the general secretaries, but they were largely re-established by a law of April 1929.

The *Prefectoral Council* (Conseil de Prefecture) consists of three members appointed by the central Government and paid a small salary. They must be at least twenty-five years of age, and must be lawyers or have received an administrative training. They may advise the prefect, but he is not obliged to follow their advice. Their main function is as an administrative court of first instance. The decrees of 1926 reduced the number of prefectoral councils from eighty-six to twenty-two.

The *Council General* (Conseil-general) is the representative body of the department. It consists of seventeen to sixty-seven members, each canton contributing one member. The members are elected for six years, one-half retiring every three years. Members must be at least twenty-five years of age and must be electors or entitled to be electors. Departmental officials may not be members, and no one may be a member of more than one council-general. Councillors may receive a daily attendance fee of 60 to 75 fr. (under decree of 1931) and also a travelling allowance when they are obliged to move more than 2 km. from their home.

The council elects its own chairman and makes its own rules of procedure. Its sessions are public. There are two ordinary sessions in the year and extraordinary sessions may be summoned by direction of the central Government, or at the request of two-thirds of the councillors. The prefect may be present and speak except when his accounts are being examined.

The functions of the council-general, unlike those of the municipal council, are specified by Act of Parliament—mainly by the law of 10th August, 1871. They include the assessment upon the several arrondissements of their shares of liability for the direct taxes within the legal limits and the approval of departmental loans, the maintenance of departmental roads and other public works, training

colleges for elementary and secondary school teachers, provision for destitute, orphaned and abandoned children, and (at their opinion) the establishment and maintenance of institutions for poor relief, lunatic asylum, etc.

The council-general is also required to give its opinion upon questions referred to it by the central Government and may pass resolutions on any subject other than political.

The resolutions passed by the council-general, since the 1926 decrees, become executive within six weeks if not annulled by decree as being *ultra vires*, except those which need authorization by decree, which are few in number and are mainly concerned with finance.

In addition to these limitations on their powers and to the general control exercised by the prefect, the departments are subject to financial restrictions and to the administrative jurisdiction of the Conseil d'Etat, both of which are explained later, and councils-general can be dissolved by government decree.

The council-general must appoint annually a *Departmental Standing Committee* (Commission departmentale) of four to seven members, which must meet at least once a month. The employees of this body are appointed by the prefect, who may attend its meetings, which are private.

This standing committee can exercise any powers delegated to it by the council-general, except those of levying a rate of borrowing moneys, but the council-general can only delegate distinctly specified functions which can be completed within a definite period. They cannot divest themselves of their powers generally.

The "commission departmentale" has also certain functions in its own right, including that of examining and reporting from the prefect's budget proposals, the investigation of the financial administration of the prefect, from whom it receives monthly financial statements, the allocation of certain of the departmental revenues and the approval of contracts passed by the prefect.

FINANCE

The chief source of local revenues, whether for communes or departments, is found in the system of "centimes additionnels," the principle of which is that each local authority is entitled, for its own purposes, to add a percentage to each of the "direct taxes" which it was required to raise for State purposes before 1917.

These national taxes are not in fact now levied, but the land tax, the land and buildings tax, the tax on the rentals of houses and apartments, and the licence tax on trades and professions are fictitiously kept in existence in order to form the basis of the additional centimes.

The number of "ordinary centimes" which may be added to each of these taxes by department or commune (or both) is fixed by general law, but the communal, "extraordinary centimes" and a further number of centimes which may be added by the communes "for insufficiency of revenue," are subject to a maximum which is fixed annually by the council-general within a limit laid down by the annual Finance Law. This maximum may, however, be exceeded by permission of the prefect.

The communes can also levy local taxes on a large variety of subjects. These are regulated by an Act of August 1926, and a decree of December of the same year, which enumerate the subjects available for local taxation, and fix the mode of assessment and the maximum rate permissible for each tax, which is, in most cases, graduated according to the population of the commune. The subjects which may be thus taxed include the retail sale of liquor, horses, mules and carriages, public and private billiard tables, clubs, societies, and places of meeting, balconies and other projections, motor cars and cycles, pianos, organs and harmoniums, and domestic servants, tutors and governesses, lighting and heating by gas and electricity, sports grounds, night clubs, race meetings, advertisements, shooting and hunting rights, slot machines, hawkers, dogs, tables outside cafes, chairs in parks, etc. It is not, however, found that any substantial revenue can be obtained from sources such as these.

The municipal toll on articles entering a town, known as "octroi," is a local tax of very ancient origin, but the number of towns in which it is imposed is diminishing. Between 1919 and 1926 the number of octrois decreased from 1,165 to 1,100. In 1927, 23 were abolished and 14 in 1928. It is still, however, an important item of municipal revenue in many communes.

Another important source of communal revenue is the produce of the "common funds" (les fonds communs) which, established at various dates, consist of proportions of the produce of certain national taxes. Thus, one-third of the produce of alcohol tax is distributed to the communes in proportion to their population; one-half of the

produce of the beer tax in proportion to the amount consumed in each commune in the year 1913. Proportions of the taxes on business turnover ("chiffre d'affaires"), motor cars and identity cards are treated in the same way, for the benefit of the departments as well as the communes.

Additional centimes are, however, the main resource of the departments, as of the communes, and since 1925 the former are entitled to levy local taxes on the same subjects as the latter, but only up to one-half the maximum authorised in the case of the communes.

Both departments and communes are free to raise loans for periods up to thirty years, provided the loan charges do not go beyond the maximum allowed for "additional centimes." For loans requiring a greater number of centimes, the communes need the approval of the prefect, and for loans of longer duration communes or departments must obtain a decree of the Council of State. An Act of 1931 and a decree of March 1932, provided for Exchequer assistance to departments and communes in respect of interest on loans.

The communal budget is proposed by the mayor, voted by the municipal council, and settled by the prefect, but in towns with a revenue of at least 3,000,000 francs, the budget must have the approval of the President of the Republic, on the proposition of the Minister of the Interior.

The departmental budget is prepared by the prefect, examined by the "commission departmentale," voted by the council general, and settled by decree.

In the case of both commune and department, if the budget does not contain sufficient provision for obligatory services, the prefect has power to insert the additional items of expenditure and, if necessary, impose extra taxation to meet them. This is known as "inscription d'office."

PARIS

The administration of Paris and the Department of the Seine differs from that for the rest of France.

The Prefect of the Seine stands in relation to the Department of the Seine (including Paris) in the same position as the prefect of any

other department. At the same time, he exercises all the functions of a mayor of Paris except those of "police."

These latter functions (which include the supervision of sanitary regulations, unhealthy or dangerous industries, regulation of traffic, etc.), are exercised by the *Prefect of Police*, who is a colleague, not a subordinate, of the Prefect of the Seine, and is appointed and dismissible by the President of the Republic, on the advice of the Minister of the Interior.

The *Municipal Council* of Paris consists of eighty members, elected by manhood suffrage for four years and paid. There are six standing committees of the council and special committees are also appointed from time to time. The powers, however, of both council and committees are almost entirely advisory, the subordination of the council to the two prefects being even more complete than that of other councils throughout the country.

The *Council-general of the Department of the Seine* consists of the members of the Municipal Council of Paris, together with forty members from the two arrondissements outside Paris. Almost all its decisions require Government approval. There is no "commission departmentale."

For subordinate administrative purposes Paris is divided into twenty arrondissements. In each there are a mayor and three deputy mayors (or five for any arrondissement with more than 120,000 inhabitants). They are appointed by the President of the Republic and are merely the agents of the prefect of the Seine.

Much use is made in Paris of advisory boards. The *Conseil d'Hygiene et de Salubrite* which meets regularly and is consulted upon all branches of public hygiene, is composed of persons nominated by the central government, two members of the municipal council, and such *ex-officio* members as professors of the faculty of medicines at Paris, the director of municipal public works, the president of the Army Sanitary Board, the chief architect, two engineers holding official posts, and others, with the prefect of police as chairman. There is a similar local committee for each arrondissement, meeting monthly under the chairmanship of the mayor, which reports of local conditions to the central council.

Public assistance in Paris (including the administration of hospitals, asylums, etc.) is supervised by a board consisting of the

two prefects and eighteen other persons of whom five are appointed by the President of the Republic, two must be members of the municipal council, and the remainder have certain qualifications. There is in each arrondissement a *Bureau de Bienfaisance*, composed of the mayor and twelve administrators, and the arrondissement is in turn divided into twelve districts, each of which is under a member of the local *bureau*.

CONTROL OVER LOCAL AUTHORITIES

It has already been indicated that a State official—the prefect—has, in each department, very considerable powers of control, both over the elected council-general of the department itself and also over the mayor and municipal council of every commune within it, including even the largest towns.

He has the right to suspend or cancel the orders of the mayor to suspend the deputy-mayors and municipal councillors, to cancel certain resolutions or to refuse to approve them, to regulate the communal budgets and accounts, to approve communal taxes above a certain maximum and such loans as do not require authorisation by decree, to authorise both communal and departmental works by declaring them to be "of pubiic utility," to make rules for the maintenance of public safety, health and order, to appoint all departmental officials, and to impose local taxation by "inscription d'office." The sub-prefect exercises control within his sphere as delegated to him by the prefect.

The decrees of 1926 were ostensibly in the direction of decentralisation, but only in one or two respects did they relieve the local authorities themselves of control by a central official. The municipal councils were given wider powers to act without obtaining the prefect's consent, especially as regards the requisition of property and the erection of buildings, provided that they have not to borrow for the purpose. The mayor was given power to summon a meeting of the council at his own discretion. And, when the prefect's approval has to be obtained to any decision of the municipal council, it is presumed to have been given if no reply to the application is received within forty days, whereas previously it was taken to be refused if no reply were received within thirty days.

The principal change, however, affecting the communes was the increase in the importance of the sub-prefects (at the same time a

diminution in their numbers), by giving them power to approve the budgets of all communes except the largest towns and making them definitely the advisers of the mayors, thus facilitating the promp settlement on the spot of a large number of questions, the solution of which had previously entailed lengthy negotiations with the prefecture.

The decisions of the councils-general of the departments can no longer by annulled by the prefect for inexpediency, but only on the ground that they are *ultra vires* or in violation of the law.

MM. Maspetiol and Laroque state that, since the reform of 1926, the control exercised over the proceedings of the municipal councils is stricter than that over the proceedings of the council-general. There are many subjects—alienation of real property, budget etc.—upon which the departmental assembly may now finally decide, whereas the municipal council may only pass resolutions which are subject to the approval of the prefect. This situation, precisely contrary to that under the Acts of 1871 and 1884, is said to be justifiable because, in the case of the departments, there is an indirect control resulting from the previous instructions given to the general council by the prefect regarding its business as a whole. Since the municipal council is not subject to any preventive control of this nature, it is natural that the control *aposteriori* should be more severe.

ADMINISTRATIVE JURISDICTION

It is an established principle of the French system of government that the administrative authorities are independent of the ordinary courts of law. The system of administrative law with special courts, therefore, exists to decide disputes between administrative authorities and between those authorities or their officials and private persons.

The supreme administrative court is the *Council of State* (Conseil d'Etat), which is under the presidency of the Minister of justice and consists of the Ministers and thirty-five " ordinary " paid councillors, appointed and dismissible by the President of the Republic by decree adopted in the Council of Ministers, and twenty-one " extraordinary " unpaid councillors, who must be persons actively engaged in the ordinary administration and are appointed or dismissible by simple presidential decree.

The Council of State, as supreme administrative court, acts by—

(1) The *section speciale du contentieux* concerned with matters relating to elections or rates consisting of a president and twelve ordinary (paid) councillors (which, again, may be divided into two or more sub-sections, having power to act).

(2) The *section du contentieux* which deals with most of the other questions coming before the Council, and consists of a president and nine ordinary (paid) councillors.

(3) The *assemble publique du contentieux* which consists of the section du contentieux, strengthened by the addition of further ordinary councillors and presided over by the vice-president of the Conseil d'Etat, and deals with certain matters of special importance, including any actions for annulling the acts of an authority on the ground that they are *ultra vires*.

There is no appeal from the decision of the Conseil d'Etat.

The administrative court of first instance is the *Prefectoral Council* for each department already described, which deals with appeals against assessments and against the action of mayors (*e.g.*, in respect of insanitary dwellings), disputes under the election laws, cases arising from the sale of domains and in connection with public works, some questions as to indirect taxes and many other matters. There is an appeal from the prefectoral council to the Conseil d'Etat within two months.

ADMINISTRATION OF CERTAIN PUBLIC SERVICES

Public Health.—Apart from the general obligation laid upon the mayor to secure the public health as one of the branches of "municipal police," the Public Health Law of 1902 requires him, after taking the opinion of the municipal council, to make by-laws (which must be approved by the prefect) for the prevention of the spread of infectious disease and for ensuring the good sanitation of houses and private ways, furnished lodgings, etc. especially as regards water supply and disposal of sewage. Model by-laws for urban and rural communes are supplied.

In towns having a population of 20,000 or over and in communes which are health resorts and have a population of at least 2,000, a "*bureau d'hygiene*" must be appointed by the municipal council to administer the law of 1902 under the authority of the mayor, in accordance with certain regulations.

The prefect, who has wide powers, both direct and indirect, in relation to the public health of the whole department, is advised by a *Departmental Council Of Hygiene*, consisting of two members of and elected by the council-general, three physicians, one chemist, the chief engineer, an architect and a veterinary surgeon.

Education.—The French educational system is completely nationalised—mainly under the Ministry of Public Instruction, but agricultural education is directed by the Ministry of Agriculture and technical commercial schools are controlled mainly by the Ministry of Commerce.

For educational purposes, France is divided into seventeen university "regions" or groups of departments.

The department is the administrative unit for elementary education. The heads of the organisation in the department are the prefect and the academy inspector, who are respectively chairman and vice-chairman of the *conseil departemental de l'enseignement primaire*, formed of two heads of training colleges, two inspectors of elementary schools, four councillors-general, and two male and two female teachers elected by their colleagues.

The prefect appoints all teachers in elementary schools.

The elementary school buildings are provided and maintained by the communes, but, where necessary a Government grant-in-aid is given for building purposes.

Delegates for each canton are appointed by the Council-general to visit the schools. In each commune the mayor has a right to visit the schools and to have them medically inspected, and he presides over a local "school commission."

Each department must establish and maintain a teachers' training college, but the central Government pays the salaries of the teaching staff and the keep of the pupils.

Secondary education is given—

(1) In colleges provided and maintained by the communes, which must also undertake to pay the salaries of the principal and professors for a period of five years at least. The State allows the commune annual grants under certain conditions.

(2) *In lycees* provided and maintained by the State the, department and the towns. Communes provide and maintain the

building. They may obtain grants for repairs not exceeding 50 per cent of the total expenditure.

Highways.—The Roads in France are classified as follows:

(1) *National Roads* (Routes nationales).

(*a*) Leading from Paris to the frontiers or large military and naval stations;

(*b*) Similar roads of somewhat less importance;

(*c*) Connecting important provincial towns with Paris or with one another,

(2) *Departmental Roads* (Routes departementales), connecting the principal towns of a department or of adjoining departments.

(3) *Vicinal Roads* (Chemins vicinaux).

(*a*) De grande communication. Those which connect communes with the principal towns or a large railway station;

(*b*) D'interet commun. Those which connect a group of communes with the local centre or with a secondary railway station;

(*c*) Ordinaires. Those which connect communes or hamlets with one another.

(4) *Urban Streets* (Rues).

Streets in cities or towns which do not form continuations of national or departmental roads.

(5) *Rural Roads* (Chemins ruraux).

Mainly footpaths.

The national and departmental roads (otherwise known as *la grande voirie*) are under the general control and supervision of the Minister of Public Works, represented in the department by the Prefect. The streets of Paris (owing to the extensive Government grants) are also included in *la grande voirie*.

All national roads must be, and departmental roads may be (and commonly are), constructed and maintained by a special office of the central Government, *le Service des Ponts et Chaussees*, and the total expenses of each type are borne by the central authority and the department respectively.

The boards of the bureaux de bienfaisance are similarly organised. They have power to assist the aged and others who are not eligible for the obligatory assistance supplied by the department. They are encouraged to help by other means than the grant of relief, e. g., by finding work housing, allotment, gardens, etc.

The expenses of the bureau are largely met by the "droit de pauveres," which is practically an entertainment tax. The communes also grant subventions and certain services receive State or departmental grants. The hospitals and hospices may also receive a share of the droit des pauveres, but their funds are obtained mainly from endowments, taxes on grants of land in cemeteries, the profits on municipal pawn shops, public collections and payments by or on behalf of patients.

Police.—The *Gendarmeri* is a force (largely composed of old soldiers) organised and paid by the War Office, although it has relations also with the Ministers of the Interior and of Justice ; it patrols town and country, but looks especially after the country districts ; it acts under orders from its own military officers, whom the prefect for the department generally, and the police commissioner or mayor in the communes, " requests " to furnish, and in the punishment of crime or establishment of order.

In the communes the responsibility for the police and control over the municipal police agents (sergents de ville, agents de police, gardes champetres, etc,) is with the *Police Commissaire*, or, where there is no commissaire, with the mayor, subject, in many respects, to the approval of the sub-prefect.

There must be a commissaire in every commune of from 5,000 to 10,000 inhabitants, and an extra one for every additional 10,000.

The commissaire in the smaller towns is nominated by the prefect ; in towns over 6,000 inhabitants, by the President of the Republic on the recommendation of the Minister of the Interior He acts under the prefect's orders in matters of general interest, and obeys the instructions of the mayor in local matters.

In all towns of over 40,000 inhabitants (except Paris, Lyons, Marseilles, Toulon and Nice, which have State police forces) the *personnel* of the police is regulated on the advice of the municipal council by decree of the President of the Republic. In all other communes, the inspectors, constables and agents of all kinds are

Roads are classified as national by a ministerial order, and as departmental by a vote of the council-general, but the construction of a new national highway requires a special law.

The regulaion of traffic on both these groups of roads is in the hands of the prefect.

The remaining roads (*la petite voirie*) are all under the control of the Minister of the Interior, represented locally by the mayor and in some cases by the prefect, The " chemins vicinaux " belong to the communes, but all works in connection with them are carried out by the department or the prefect, the cost being shared between the department and the commune.

For *la petite voirie* as a whole the communes often receive grants, and more frequently loans, from the central Government.

The classification of these roads is made by resolution of the local authorities ; for the more important groups by the councils-general subject to the approval of the prefect.

Public Assistance.—The prefect is responsible for the administration of certain obligatory services of public assistance, namely, those relating to (1) assisted children, (2) free medical relief, (3) mentally afflicted, (4) obligatory assistance to the aged, infirm and incurable, (5) large families, and (6) maternity. The cost of these services is imposed by law on the departments and communes, with the assistance of the State.

Within the communes are to be found (1) hospitals and hospices (*i.e.*, institutions for the infirm, etc.), (2) " bureaux de bienfaisance," and (3) "bureaux d'asistance." Every commune possesses a "bureau d'assistance," but not necessarily a hospital, hospice or bureau de bienfaisance. The bureau d'assistance, however (except in a commune where there is no bureau de bienfaisance), is merely a local organ for carrying out the departmental services. It consists of the members of the hospital boards ; if no such boards exist, the bureau will be formed by the prefect.

The boards of hospitals or hospices (commissions administratives) consist of the mayor and six members, of whom four are nominated for four years by the prefect and two elected by the municipal council for the term of office of the council itself.

The boards of the bureaux de bienfaisance are similarly organised. They have power to assist the aged and others who are not eligible

for the obligatory assistance supplied by the department. They are encouraged to help by other means than the grant of relief, *e.g.*, by finding work, housing, allotment gardens, etc.

The expenses of the bureaux are largely met by the "droit des-pauveres," which is practically an entertainment tax. The communes also grant subventions and certain services receive State or departmental grants. The hospitals and hospices may also receive a share of the droit des pauveres, but their funds are obtained mainly from endowments, taxes on grants of land in cemeteries, the profits on municipal pawn shops, public collections and payments by or on behalf of patients.

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The expenses of the municipal and rural police fall on the communes and are " obligatory."

CONCLUSION

A recognised authority, M. Josesph-Barthelemy says that " it is a common but serious error to say that modern France is still under the rule of Napoleonic centralisation ; the framework only remains, " and that " after the great departmental law of August 10th, 1871, and the communal charter of April 5th, 1884, the elected councils may be said to rule the affairs of the department and the commune."

M. Barthelemy himself, however, points to the strength of the institution known as administrative supervision (tutelle administrative). " France," he says, " cannot be abandoned to the whims of of eighty-seven general councils and 36,000 municipalities," and although " at first sight it would seem that the power of taking resolutions is more decentralised in the commune than in the department, actually all resolutions of any importance, all those which affect the life of the commune, can only be carried out with the approval of the prefect ; without such approval, the municipal council could not even change the name of a street."

The general impression, therefore, would not seem to be far wrong that, in spite of the decrees of 1926, local administration in France is still completely centralised, the powers of the elected councils, such as they are, being so restricted in the matter of finance and by the central control exercised through local officials directly responsible to the central Government, that local self-government exists, if at all, only on sufferance.

The only striking movement for any change in the local government system is the demand in some quarters for the creation of larger administrative areas than the department. It may be said that Art. 8 of the decree of November, 1926, does something to meet this demand, since it authorises and encourages the formation of inter-departmental syndicates for specific purposes. The question of the continued existence of the arrondissement seems uncertain, The decrees of 1926 were directed towards its abolition, but subsequent events indicate that it is coming back into favour.

Great changes in the fiscal system have been decided on by the French Government, but will not come into full effect before 1935.

The most important are the abolition of the additional centimes and the basing of the departmental and communal revenues directly on taxes on land dwelling houses and businesses. Further, many of the expenses of departments and communes will in future be taken over by the State.

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